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DRAFT ENVIRONMENTAL IMPACT REPORT

CITY AND COUNTY OF SAN FRANCISCO PLANNING DEPARTMENT

Chinatown YMCA Renovation and Building Addition Project

Planning Department Case No. 1999.536E
State Clearinghouse No. 2001072066

October 17, 2007

EIR Publication Date: October 17, 2007
EIR Public Hearing Date: November 15, 2007
EIR Public Comment Period: October 17 to November 30, 2007

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Written comments on this document should be sent to:
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Environmental Planner
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TO: Distribution List for the Chinatown YMCA Renovation and Building Addition Project

FROM: Bill Wycko, Acting Environmental Review Officer

SUBJECT: Request for the Final Environmental Impact Report for the Chinatown YMCA Renovation and Building Addition Project (Planning Department File No. 1999.536E)

This is the Draft of the Environmental Impact Report (EIR) for the Chinatown YMCA Renovation and Building Addition Project. A public hearing will be held on the adequacy and accuracy of this document. After the public hearing, our office will prepare and publish a document titled "Comments and Responses" that will contain a summary of all relevant comments on this Draft EIR and our responses to those comments. It may also specify changes to this Draft EIR. Those who testify at the hearing on the Draft EIR will automatically receive a copy of the Comments and Responses document, along with notice of the date reserved for certification; others may receive a copy of the Comments and Responses and notice by request or by visiting our office. This Draft EIR together with the Comments and Responses document will be considered by the Planning Commission in an advertised public meeting and will be certified as a Final EIR if deemed adequate.

After certification, we will modify the Draft EIR as specified by the Comments and Responses document and print both documents in a single publication called the Final EIR. The Final EIR will add no new information to the combination of the two documents except to reproduce the certification resolution. It will simply provide the information in one document, rather than two. Therefore, if you receive a copy of the Comments and Responses document in addition to this copy of the Draft EIR, you will technically have a copy of the Final EIR.

We are aware that many people who receive the Draft EIR and Comments and Responses have no interest in receiving virtually the same information after the EIR has been certified. To avoid expending money and paper needlessly, we would like to send copies of the Final EIR to private individuals only if they request them. If you would like a copy of the Final EIR, therefore, please fill out and mail the postcard provided to the Major Environmental Analysis division of the Planning Department within two weeks after certification of the EIR. Any private party not requesting a Final EIR by that time will not be mailed a copy. Public agencies on the distribution list will automatically receive a copy of the Final EIR.

Thank you for your interest in this project.

City and County of San Francisco
Planning Department

CHINATOWN YMCA RENOVATION AND BUILDING ADDITION PROJECT

DRAFT ENVIRONMENTAL IMPACT REPORT

Planning Department Case No. 1999.536E

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Chinatown YMCA Renovation and Building Addition Project
Draft Environmental Impact Report

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I. SUMMARY

This chapter is a summary of the findings in the Draft Environmental Impact Report (EIR) prepared for the Chinatown YMCA Renovation and Building Addition Project (the "proposed project") prepared by the San Francisco Planning Department in accordance with the California Environmental Quality Act (CEQA).

A. INTRODUCTION

The project sponsor, the YMCA of San Francisco, proposes to extensively renovate the interior of the existing YMCA building located at 855 Sacramento Street and construct new eastern (three-story) and rear (four-story) additions to create a larger, fully integrated facility containing approximately 48,745 square feet (sq.ft.) of expanded recreation, community services, and residential space.

A previous project was proposed on the project site, namely the demolition of the existing YMCA building and construction of a new seven-story, 65-foot-tall, approximately 84,190-square-foot (-sq.ft.) YMCA building with up to 28 units of affordable housing. The application for environmental evaluation of this older proposal was filed on August 13, 1999. This previous proposal was partially analyzed in 2000 through 2002, including the release of an Initial Study published on July 14, 2001. A Draft EIR was published on March 23, 2002 (SCH No. 2001072066), and a public hearing on the adequacy of the Draft EIR was held on April 25, 2002. A Landmarks Preservation Advisory Board meeting was held for the previous proposal on April 17, 2002, in which the Board opposed demolition of the historic resource and recommended adaptive reuse. Subsequent to the publication of that DEIR, the developer terminated the affordable housing component of their commitment to build housing on the site, and the YMCA was unable to identify another agency willing to develop low-income family housing through tax credits. These factors contributed to the overall redesign of the proposed project, requiring an update to the environmental review analysis. The essentially new project therefore needs to proceed through a new environmental review process that includes a revised environmental impact analysis.

On August 3, 2005, the project sponsor submitted the current project proposal to the Planning Department (summarized below).[1] In an Initial Study for the proposed project published on December 9, 2006, the San Francisco Planning Department determined that an EIR is required (see Appendix A: Initial Study). This EIR provides information on the environmental effects of the proposed project pursuant to CEQA.

B. PROJECT DESCRIPTION

The approximately 18,906-sq.ft. project site (Assessor's Block 0242 and Lot 27) is located at 855 Sacramento Street in the northeast portion of the City of San Francisco within the Chinatown neighborhood. The site is located mid-block on the south side of Sacramento Street, on a through lot between Sacramento Street and Sabin Place (off California Street), on the block bound by Sacramento Street to the north, Grant Avenue to the east, California Street to the south, and Stockton Street to the west. The project site is located in a Chinatown Residential/Neighborhood Commercial (CR/NC) zoning district and a 65-A height and bulk district.

The project site contains the Chinatown YMCA building, a three-story over partially below-grade ground floor, mixed-use building that is approximately 45 feet tall and 25,950 sq.ft. in size. The existing building consists of approximately 20,700 sq.ft. of health and fitness facilities and community rooms on the ground, first and second floors, and about 5,250 sq.ft. of residential space consisting of 21 residential and ten tourist hotel rooms located on the third floor.[2] Due to the site's slope, the ground floor is fully above grade at the eastern edge of the building and fully below grade at the western edge. In addition to the YMCA building, the project site also includes two open areas: a 40-foot-wide paved courtyard along the eastern property line and a small (35-sq.ft.) unpaved area in the property's southwest corner. Adjacent to the eastern courtyard is a tile-roofed gated entryway, which was part of the original entryway to the building and includes the courtyard stairs up to the ornamental doors on the existing building's east wall and first floor entrance. In 1997, to comply with the Americans with Disability Act (ADA) requirements,

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[1] Alice Suet Yee Barkley/Allan Lo, Memorandum to Nannie Turrell, Major Environmental Analysis Section, San Francisco Planning Department, Subject: Planning Department Case No. 1999.536E – Preferred Alternative for Renovation and Addition to the Chinatown YMCA, August, 3, 2005. This document is part of project file 1999. 536E and available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, San Francisco.

[2] A tourist hotel room is a retail tourist accommodation intended for short-term occupancy and designed for rental to guests. A residential hotel room is a guest room occupied by a more long-term permanent resident.

the primary building entry was moved from this gate to the current first floor building entrance off Sacramento Street.[3] Please see Figure 2, page 30, for a site plan of the existing building.

The existing building and original entry, constructed in 1925, appear eligible as a contributory building to a fully documented district under the National Register and California Historic Resource Information System, and is therefore, an historical resource under CEQA. The San Francisco Architectural Heritage survey identified it as a building of "highest importance." The existing red-roof-tile gateway and decorative fence, as mentioned above, are part of the original Sacramento Street entrance. The east wall of the existing YMCA building is the original principal façade and contains historic features, including the main entrance doors, a number of windows with ornate decorative detail on all three levels, ceremonial balconies and other decorative features.

The project sponsor, YMCA of San Francisco, proposes additions to and renovations of the existing YMCA to create a larger, integrated facility containing approximately 48,750 sq.ft. of expanded recreation, community services, and residential uses. The proposed project would include three elements: (1) extensive interior renovation of the existing three-story over basement/ground floor, 45-foot-tall, 25,950-sq.ft. building; (2) construction of a new three-story, approximately 39-foot 9-inch-tall, 19,350-sq.ft. east wing addition; and (3) construction of a new four-story, approximately 32-foot 4-inch-tall, 3,500-sq.ft. rear addition to the existing building along Sabin Place. Renovation and reconfiguration of the existing building's third floor would reduce the total number of existing hotel rooms from 31 to 25 by eliminating all ten tourist hotel rooms and increasing the number of residential hotel rooms from 21 to 25. Following completion and certification of the Final EIR, the proposed project would require the following approvals (*italic font* signifies acting bodies):

- Conditional Use authorization for exceptions to the *Planning Code* pursuant to Section 303 as follows. *Planning Commission approval.*
  - Height above 35 feet in the CR/NC District (Sections 254 and 812.10);
  - New construction on a site larger than 5,000 sq.ft. (Sections 121.3 and 812.11);
  - Longer street frontage than the 50-foot maximum (Sections 145.3 and 812.14); and
  - An outdoor activity area located other than at the front of the lot (Section 812.12).
- Building and Demolition Permit. *Department of Building Inspection (DBI) approval.*
- Grading and Public Right-of-Way Permit. *Department of Public Works (DPW) approval.*

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[3] Patrick McGrew, Architect, *The Chinatown YMCA Historic Structure Report,* January 2006 revision, pages 11-12. This document is part of project file 1999.0536E and available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, San Francisco.

C. MAIN ENVIRONMENTAL EFFECTS

This EIR for the proposed project focuses on the issues of transportation, historical architectural resources, and shadows. Land use and aesthetic changes are discussed for informational purposes only. All other potential environmental effects were found to be less than significant or reduced to a less-than-significant level with mitigation measures. (Please see the Initial Study, included in this document as Appendix A, for analysis of these environmental issues.) Chapter IV of this EIR, Mitigation and Improvement Measures, includes all mitigation measures identified earlier in the Initial Study (marked with an asterisk), as well as additional mitigation measures and improvement measures that this EIR identifies. Improvement measures are not required under CEQA, but are identified to further reduce less-than-significant impacts.

LAND USE, PLANS, AND POLICIES (page 46)

The project site is located in the northeast portion of San Francisco within the densely developed Chinatown neighborhood, on the eastern slope of Nob Hill, in a Chinatown Residential/Neighborhood Commercial (CR/NC) zoning district and a 65-A height and bulk district. Land uses in the project vicinity are mixed; primarily residential and commercial, including office, retail, restaurant and bar, church, hotel, and parking. There are many buildings of different types, sizes, and ages, and heights on the project block vary from two to seven stories (mostly four to six stories) and up to 21 stories within four blocks of the project site. Grant Avenue, bordering the project block to the east and considered the heart of the Chinatown District, is lined with predominantly three- and four-story mixed-use buildings with ground-floor retail shops and residential or commercial uses above. Sacramento and Stockton Streets are similarly developed. The project site is developed with an existing three-story building and open recreation area, where the proposed east wing building addition would be constructed. To the west, directly adjacent to the project site, is a six-story, twelve-unit residential building and to the east is a four-story, fourteen-unit building with ground floor commercial use. The Chinese Playground occupies the mid-block area directly across Sacramento Street from the existing YMCA building.

The proposed YMCA renovation and expansion project would increase the size of the existing YMCA building and expand existing recreational, community service, and residential uses. However, the expansion would be constructed consistent with *Planning Code* requirements, would not impede the passage of persons or vehicles, or disrupt or divide the physical arrangement of surrounding uses and activities. The proposed project would not obviously or substantially conflict with any applicable land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect,

other than the significant unmitigable impact to historic resources identified in this document. The proposed project would not introduce new or incompatible land uses to the area and their nature and intensity, in general, would be consistent with the varied size, structures and mixed land use character of the area. The scale and massing of the building addition would be consistent with the existing three-story (over basement) YMCA building and adjacent buildings, such as other four- to six-story multi-unit residential and commercial buildings characteristic of the Chinatown Neighborhood Commercial District.

In summary, the proposed project would intensify existing land uses on the project site, but would not physically divide an established community, conflict with adopted land use plans, or substantially and adversely alter the land use character of the vicinity. As discussed in the Initial Study (Appendix A), the proposed project's land use impacts would therefore, be less than significant under CEQA.

AESTHETICS (page 57)

Visual Character

The proposed east wing building and the Sabin Place rear addition would not substantially degrade the visual character of the site or surrounding area. The proposed addition would occupy the entirety of the existing open courtyard on the east side of the project site. The proposed design of the building is intended to complement the elements of the Renaissance Revival architectural style (rusticated base, blank midsection, and ornate cornice top) and the sinicized (modified with Chinese influence) design overlays of the existing building. The ornate red tile-roofed entry gate on Sacramento Street would remain. The southern portion of the proposed addition would extend to Sabin Place and would continue around existing southern and western walls. The decorative band on the south side of the existing building would be partially blocked by the new addition.

Although the existing building has been determined to be an historical architectural resource, and the proposed east wing building and rear addition on Sabin Place would be a change to the project site, it would not be considered a substantial or adverse visual change, nor would it be inconsistent with the visual character of surrounding development. The proposed project would be an in-fill development that is located in a densely developed urban area within surrounding buildings of comparable or larger height and bulk, and it would not appear out of scale with existing surrounding buildings. The proposed project would, therefore, not substantially degrade the site's or the surrounding area's visual character and would be a less-than-significant impact.

Views

The proposed project would alter views of the project site, but would not substantially nor adversely affect existing public views or view corridors. Views of the existing Sacramento Street building façade would not change; however, the new addition would partially block historical features on the existing east wall façade. The ornamental fence in front of the eastern courtyard would be removed; however, the red-tile-roofed entrance gate would remain. The existing building is not a scenic resource of the built environment, such as Coit Tower or the Golden Gate Bridge.

Views from the Chinese Playground looking south are primarily of the existing Sacramento Street façade and the ornate gate (see Figure 12, page 60). Elements along the eastern façade of the existing building are not visible from the playground; therefore, views from the playground would not significantly change. The building addition would only be visible from sidewalks along Sacramento Street for approximately one and one-third block, from Stockton Street on the west to one-third of a block past Grant Avenue to the east. Existing views of the YMCA along Sabin Place would not significantly change.

Public scenic views and vistas are limited in the project vicinity due to surrounding urban development and intervening buildings. A narrow and distant view of San Francisco Bay and the Bay Bridge would remain visible down Sacramento Street to the east. The new east wing building would be 39 feet 9 inches tall, within the allowable 65-foot height limit, lower than the existing YMCA building, and about the same height as the adjacent four-story building to the east. The proposed east wing addition would be consistent with surrounding building placements that define the Sacramento Street view corridor. From the Chinese Playground on Sacramento Street, and nearby public sidewalks and streets, the proposed project would not block views of the sky but would block views of the lower floors of adjacent buildings to the east and south. The proposed addition would not block views from other nearby open space areas, such as playgrounds at Portsmouth Square or St. Mary's Square because the existing building is not visible, due to intervening buildings, from these locations. Considering all of the above, the proposed project would not significantly affect public views or scenic vistas.

The existing courtyard area is visible from private views from the three buildings across Sacramento Street, from the Chinese Playground, from the side windows of the adjacent four-story apartment building to the east, and from rear windows and rear loading terrace of the seven story office building to the south. The Sabin Place addition would be visible to some private views in the seven-story office building at the project site's southern lot line, but would not substantially alter the south façade. The proposed building additions would change or block some private views. These changes in private views

would be considered an unavoidable consequence and while potentially an undesirable change for those affected, the change would be characteristic of development in dense urban settings and would not be considered a significant effect under CEQA.

As discussed above, the proposed project would not have a substantial demonstrable negative effect on public views in the area, or degrade the site's or surrounding area's visual character. The proposed project would, therefore, have a less-than-significant aesthetic impact.

HISTORICAL ARCHITECTURAL RESOURCES (page 73)

The Initial Study (see Appendix A) found that the proposed project would adversely affect the existing building's historical architectural resources and that the issue required further assessment in this EIR.

Each of four surveys (1979, 1982, 1986 and 1990) of the Chinatown YMCA building for historic significance found it eligible for listing in the National Register of Historic Places with a status code of 3D—contributor to a fully documented proposed Chinatown Historic District. As such, it is considered an historical resource under CEQA. The building is also included in two local surveys. The 1976 Citywide Survey (Planning Department) rates it "1," on a scale from "-2" (low) to "5" (High), indicating contextual value. The San Francisco Architectural Heritage survey gives it an "A" rating, indicating highest importance. The YMCA building is listed as "Contributing" to the proposed District in Article 10 of the *Planning Code* (Preservation of Historical, Architectural, and Aesthetic Landmarks).

Construction of the Sabin Place addition would not potentially affect historical architectural resources because the southern wall does not contain historically important design features. However, construction of the east wing addition would have an effect on historically important design features of the original principal (east) façade and entrance: the ornately decorated front fence would be removed and not reused; the main stairs from the gate up to the first-floor porch would be demolished; the first and second floors of approximately two-thirds of the east wall would be obscured, including the decorated central bay; the first and second floor balconies would be removed; and the wooden columns between the two doors and the decorated windows on the first and second floors would be covered and obscured from view. The red-tile-roofed entrance gate would be renovated and would become the new primary entrance to the YMCA; and the two carved wooden doors on opposite sides of the east wall's central bay would be preserved. The Sabin Place rear addition would obscure the approximately ten feet of ornate cornice on the southeastern corner of the southern wall. No other architecturally significant features exists on the southern wall.

Planning Department staff has determined that the proposed project would have a substantial adverse impact on historically important architectural resources and would not comply with the Secretary of the Interior's *Standards and Guidelines for Historic Preservation.* Implementation of Mitigation Measure 1 (pages 109 and 110) would reduce this impact, but the loss of the historical resources would remain significant and unavoidable.

The Chinatown YMCA is an architecturally important historic resource within the Chinatown Historic District, and a substantial adverse impact on this building would have an adverse impact on the district as whole. Therefore, the proposed project would have a cumulative adverse impact on historic resources.

TRANSPORTATION (page 87)

A transportation study was conducted for the proposed project, and the number of person-trips by mode, parking demand, and freight/service loading demand estimates were based on the methodology and assumptions provided in the Transportation Impact Analysis Guidelines for Environmental Review (*2002 Transportation Guidelines*). The trip distribution, mode split, and average vehicle occupancy rates were obtained from the U.S. Census journey-to-work data and information obtained from surveys of existing YMCA users. Trip generation was based on the daily and weekday p.m. peak hour trip generation rates for the residential hotel and fitness center uses, as well as an estimation of the activity associated with the various YMCA community programs based on existing attendance.

The project would generate about 3,276 new daily person-trips on a weekday, of which approximately 467 would occur during the p.m. peak hour (5:00 to 6:00 p.m.). The proposed project would replace the existing YMCA uses that are currently located on the project site, and which currently generate about 91 person-trips during the p.m. peak hour. The proposed additions would therefore yield 376 net-new p.m peak hour person-trips. Of the 376 net-new person-trips, 16 would be by auto, 119 by transit, and 241 by other modes (including pedestrian, bicycle, and motorcycle). During the weekday p.m. peak hour, the proposed project would generate 16 net new vehicle trips (eight inbound to the project and eight outbound from the project).

The traffic analysis performed for the project examined existing and future operating conditions at four intersections in the project vicinity. The study intersections were Stockton/Sacramento Streets, Stockton/Clay Streets, Grant Avenue/California Street, and Grant Avenue/Sacramento Street. Weekday traffic counts were made at these intersections in order to evaluate the existing traffic conditions during

the weekday p.m. peak hour (5:00 to 6:00 p.m.). The Planning Department considers intersection levels of service (LOS) ranging from LOS A to LOS D to be acceptable at signalized intersections, while LOS E and F are unacceptable (see Appendix B: Transportation Definitions). Any degradation to LOS E or F (including from LOS E to LOS F) is considered a significant impact on traffic circulation and operations. During the weekday p.m. peak hour, three of the four intersections currently operate at LOS D or better, while the intersection of Stockton and Sacramento Streets operates at LOS E.

The addition of project-generated traffic would result in a relatively small change in the average delay per vehicle at the study intersections, but all four study intersections would continue to operate at the same service levels as under existing conditions. The project contribution to the poor operating conditions at the intersection of Stockton and Sacramento Streets would not be considered significant, and the project would therefore not have a significant impact on Existing plus Project traffic conditions.

Under 2015 Cumulative conditions, traffic volumes and vehicle delays at the study intersections are anticipated to increase over existing conditions. Cumulative traffic conditions account for traffic associated with development in the project area, including the proposed project. Under 2015 Cumulative conditions, weekday p.m. peak hour operating conditions at the intersection of Grant Avenue and Sacramento Street would continue to operate acceptably (LOS C), while the intersections of Stockton and Sacramento Streets, Stockton and Clay Streets, and Grant Avenue and California Street would operate at LOS E or LOS F. The proposed project's contribution to these cumulative conditions would be less than 1.0 percent of the total volumes, and would represent less than 4.0 percent of the growth in traffic volumes between existing and 2015 conditions.

The 119 net-new transit trips generated by the proposed project during the weekday p.m. peak hour would use nearby Muni bus or rail lines and transfer to other Muni bus and light rail lines or regional transit providers including Caltrain, SamTrans, AC Transit, Golden Gate Transit and BART. It is anticipated that most of the transit trips would be on the 1-California, 15-Third, 30-Stockton and 45-Union-Stockton in both the inbound (towards downtown) and outbound (away from downtown) directions. While many of these bus lines operate at or close to capacity in the outbound direction during the p.m. peak period, particularly along Stockton Street, additional capacity exists in the inbound direction. It is not anticipated, therefore, that the addition of about 119 net-new transit trips during the p.m. peak hour would substantially increase the peak-hour transit conditions, or have a significant impact on transit operations.

Per *San Francisco Planning Code* Section 161, no off-street parking is required for uses other than residential dwelling units in the Chinatown Residential Neighborhood Commercial district, and therefore the proposed project would not be required to provide any on-site parking spaces. The proposed project, similar to the existing project, would not include any parking spaces.

Since the proposed project would not provide on-site parking, the project parking demand of 22 spaces (11 spaces associated with the residential hotel use, and 11 spaces associated with the YMCA uses) would need to be accommodated on-street or in nearby parking facilities. In the vicinity of the project site, the nearby off-street facilities currently operate at capacity during the weekday midday period, and operate with lower demand during the evening and overnight periods. The metered on-street parking spaces in the vicinity of the project site are also well-utilized during the day, but not fully occupied during the overnight hours. The proposed parking demand would increase competition for on-street and off-street spaces in the project area.

San Francisco does not consider parking supply as part of the permanent physical environment. Parking conditions are not static, as parking supply and demand varies from day to day, from day to night, from month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel.

Parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA. Under CEQA, a project's social impacts need not be treated as significant impacts on the environment. Environmental documents should, however, address the secondary physical impacts that could be triggered by a social impact. (CEQA Guidelines § 15131(a).) The social inconvenience of parking deficits, such as having to hunt for scarce parking spaces, is not an environmental impact, but there may be secondary physical environmental impacts, such as increased traffic congestion at intersections, air quality impacts, safety impacts, or noise impacts caused by congestion. In the experience of San Francisco transportation planners, however, the absence of a ready supply of parking spaces, combined with available alternatives to auto travel (e.g., transit service, taxis, bicycles or travel by foot) and a relatively dense pattern of urban development, induces many drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to transit service in particular, would be in keeping with the City's "Transit First" policy. The City's Transit First Policy, established in the City's Charter Section 16.102 provides that "parking policies for areas well served by public transit shall be designed to encourage travel by public transportation and alternative transportation."

The transportation analysis accounts for potential secondary effects, such as cars circling and looking for a parking space in areas of limited parking supply, by assuming that all drivers would attempt to find parking at or near the project site and then seek parking farther away if convenient parking is unavailable. Moreover, the secondary effects of drivers searching for parking is typically offset by a reduction in vehicle trips due to others who are aware of constrained parking conditions in a given area. Hence, any secondary environmental impacts which may result from a shortfall in parking in the vicinity of the proposed project would be minor, and the traffic assignments used in the transportation analysis, as well as in the associated air quality, noise and pedestrian safety analyses, reasonably addresses potential secondary effects. As such, the proposed project would not result in significant parking impact.

The proposed project would generate 376 net-new pedestrian trips to and from the site during the weekday p.m. peak hour (including pedestrian trips to and from parking and transit stops, as well as pedestrian and bicycle trips). With the addition of the project-generated pedestrian trips, the four crosswalks at the nearest intersection of Sacramento and Stockton Streets, and the sidewalk on Sacramento Street in front of the project site, would continue to operate at LOS B. Thus, the proposed project would not substantially affect the current pedestrian conditions.

The proposed project would not be required, nor would it propose, to provide any off-street loading spaces. Loading and unloading activities, including deliveries and solid waste collection, would occur on Sacramento Street. There currently is one metered on-street loading space on Sacramento Street that serves the project site. The proposed project would generate a demand for less than one loading space during the average and peak hours of loading activities, which could be accommodated within the on-street loading space. Based on the project's low loading demand for loading spaces and consistency with *Planning Code* parking requirements, the proposed project would not have a significant loading impact.

During project construction, anticipated to last approximately 15 months, construction staging would occur primarily on-site and along the Sacramento Street frontage. It is anticipated that pedestrian traffic along Sacramento Street in front of the project site could, if approved, be diverted during construction, potentially occupying a portion of the adjacent parking lane. Any lane and sidewalk closures are subject to review and approval by the Department of Public Works ("DPW") and the Interdepartmental Staff Committees on Traffic and Transportation ("ISCOTT"). If approved, a temporary pedestrian walkway in this area would eliminate up to four parking spaces and the p.m. peak period travel (tow-away) lane in front of the project site.

The 1-California electric trolley bus line currently runs along Sacramento Street adjacent to the project site. The 15-month closure of the south curb tow-away parking lane on Sacramento Street, if approved, would eliminate the p.m. peak period travel lane. This closure would affect traffic operations on Sacramento Street and could potentially affect the operations of the 1-California bus line by requiring all vehicles to use the middle travel lane as they approach the project site. West of the project site, prior to the intersection, the south curb lane would again be available for vehicle travel. Construction-related impacts would not be considered significant due to their temporary nature and limited duration.

Throughout the construction period, there would be a flow of construction-related trucks into and out of the site. Construction-related truck traffic would temporarily reduce the capacities of local streets due to the slower movement and larger turning radii of trucks, which may affect both traffic and transit operations. It is anticipated that a majority of the construction-related truck traffic would use I-80 (to and from the East Bay) and U.S. 101 (to and from San Francisco and the South Bay).

During construction there would be an estimated 20 to 95 construction workers per day at the project site, depending on the construction phase. Trip distribution and mode split data are not available for construction workers, however, it is anticipated that the addition of worker-related vehicle or transit trips would not substantially affect traffic or transit conditions. Construction workers that drive to the site would compete for on- and off-street parking in the project vicinity, but the increased on-street parking deficit would not substantially change existing parking conditions in the area.

In summary, the proposed project would not result in a significant adverse impact on traffic, transit, parking, loading, pedestrian, or bicycle conditions.

Although the proposed project would not result in any significant impacts, improvement measures have been identified that would reduce these less-than-significant construction-related transportation impacts (page 115).

SHADOWS (page 103)

The Initial Study (see Appendix A) found that the height of the new east wing building might shade the Chinese Playground and that further assessment was required in this EIR.

Saint Mary's Square, Portsmouth Square and the Chinese Playground (directly across Sacramento Street from the project site) are three open spaces in the project vicinity that are protected by Section 295 of the *Planning Code*, the Sunlight Ordinance. This ordinance was adopted in response to Proposition K (passed

November 1984) for the purpose of protecting parks and recreation centers under the jurisdiction of, or to be acquired by, the Recreation and Park Department, from shadows of new structures or additions higher than 40 feet during the period between one hour after sunrise and one hour before sunset, year round, unless the Planning Commission, in consultation with the Recreation and Park Commission, finds the impact to be less than significant. In 1989, the Planning Commission adopted shadow criteria for 14 downtown parks and the "no new shadow" standard was applied to nine downtown parks, including the Chinese Playground.

The Chinese Playground is 25,592 sq.ft. (about half an acre) in area and contains a sandlot with two children's play structures along Sacramento Street, as well as a clubhouse with one large multi-purpose room, an outdoor full basketball court, a tennis court, and a volleyball court. Using 3,721 Proposition K hours of available sunlight per year, the Chinese Playground has a theoretical potential of approximately 95.238 million-square-foot-hours of Proposition K sunlight available year-round. The Planning Commission determined that the existing shadow coverage on the Chinese Playground is 50.245 million-square-foot hours or 52.8 percent coverage.

Under CEQA, a project would have a significant shadow effect on the environment if it were to create new shadow in a manner that would substantially affect outdoor recreation facilities or other public areas. The proposed east wing building would be less than 40 feet (39-feet, 9-inches) and is therefore not subject to Section 295 of the *Planning Code*. However, a shadow analysis was prepared and reveals that the proposed project's east wing building addition would cast new shadow on the lowest level of the Chinese Playground at the main entrance on Sacramento Street between mid-October and early March in the hours before about 10:15 a.m. for periods ranging from approximately 15 to 90 minutes. This shadow would be cast on the sandlot and two play structures west of the entrance gate (see Figure 20, page 106). The maximum amount of new shadow at any one time would be approximately 500 sq.ft. at 9:00 a.m. on December 13, one week from the winter solstice, and would affect less than 0.03 percent of the Chinese Playground's potential sunlight.

Because the project shadow would occur only in the early morning, before 10:15 a.m. (PDT), would affect less than 0.03 percent of potential sunlight, and would occur over the relatively limited period of the year between about mid-October and mid-March and for a relatively small portion of the park area, the proposed project would not be expected to adversely affect use or enjoyment of the Chinese Playground. The Planning Commission, in consultation with the Recreation and Park Commission determined that the proposed project would not result in a significant shadow impact. Therefore, the new shadow created by

the proposed project on the Chinese Playground would not be considered a significant environmental effect under CEQA.

GROWTH INDUCEMENT (page 107)

With the proposed project's addition of approximately 20,565 sq.ft. of new recreational and community space, the average daily user population of the Chinatown YMCA would increase from approximately 205 facility users and 22 staff persons to approximately 585 facility users and approximately 35 staff persons; an increase of approximately 380 facility users and 13 employees. Because the proposed project would primarily expand existing recreational and community services to meet anticipated demand, and secondarily would add four residential hotel rooms, the proposed project would not induce substantial growth or concentration of population beyond that which would have occurred without the project. For these reasons, the proposed project would not cause significant growth-inducing impacts.

AREAS OF CONTROVERSY AND ISSUES TO BE RESOLVED (page 117)

The primary issue to be resolved with the proposed project is the potentially significant and unavoidable historical architectural resources impact on the east façade of the existing building. The construction of the east wing would alter the original entrance of the Chinatown YMCA and remove or block from public view several character-defining features along the east façade.

As indicated in the project description, a previous Draft EIR was published on March 23, 2002 (SCH No. 2001072066) for the previously proposed project on the site, namely the demolition of the existing YMCA building and construction of a new seven-story, 65-foot-tall, approximately 84,190-sq.ft. YMCA building with a partially below-grade first floor. Although the proposed project does not include demolition, comments received from the public and Landmarks Preservation Advisory Board that related to the project site or existing structure would still apply to the current proposed project. Such concerns expressed at that time included dewatering and storm water management requirements during project construction, relocation of existing tenants, potential impact to an historical resource, level of hazardous material abatement, traffic, parking, and transit-related impacts to the area, potential shadowing of the Chinese playground, and potentially blocked of views in the area. These items were discussed and evaluated in the Initial Study (Appendix A) and this Draft EIR.

The project's effects on historic resources are evaluated in this EIR under the Historical Architectural Resources section on pages 73 to 86. The proposed project would have a significant impact on historic

resources. The potential shadowing of the Chinese playground is discussed in this EIR in the Shadow section on pages 103 to 106. The additional shadow cast by the project would be less than significant.

D. MITIGATION MEASURES AND IMPROVEMENT MEASURES

Measures preceded by an asterisk ("*") are from the Initial Study.

Mitigation Measure 1

HISTORICAL ARCHITECTURE

There are few, if any, measures that can mitigate the loss of the historical entrance features of this historically significant building to a less-than-significant level. It is not possible, under CEQA, to mitigate the loss of a resource significant for its historic association and architecture with photographic documentation, original architectural plans, or salvaged materials. Therefore, impacts related to the construction of the east wing addition to the Chinatown YMCA building would remain significant and unavoidable.

- Prior to construction of the east wing building, the project sponsor shall provide adequate documentation of the existing building. The documentation shall be submitted to the City and County of San Francisco Planning Department and found to be adequate prior to authorization of any permit that may be required for construction of the building. In addition, the project sponsor shall prepare and transmit the photographs and descriptions of the property to the History Room of the San Francisco Public Library and the Northwest Information Center of the California Historic Information Resource System. The documentation shall include:
  - A video documentary of the property.
  - Photo-documentation of the property to Historic American Building Survey Standards. The standard size of negatives and transparencies (and accompanying prints) is 5-by-7 inches. Other large-format sizes such as 4-by-5 inches and 8-by-10 inches are also acceptable for formal documentation. Roll film, film packs and electronic manipulation of images are not acceptable.
  - Images must be fully identified with the name and location of the structure, a description of the feature or view being photographed and the direction in which the photograph was taken, as well as the name of the photographer and the date created.
  - Black and white, 35 millimeter photographs of the interior and exterior of the building. Negatives and 5-by-7 inch prints should be processed to meet archival requirements (i.e., negatives must be on safety film only; resin-coated paper is not accepted).
  - The available original plans of the building shall be included as part of the documentation. All drawings and site plans shall be appropriately conserved at the site or at a qualified repository.

- Prior to construction, the project sponsor shall salvage the character-defining elements of the existing building that are considered to be historically significant, as determined by a qualified architectural historian (and can feasibly be salvaged), and shall seek to donate those elements to an organization such as a local historical society. The features to be salvaged shall be determined by the City following consultation with a qualified historic resources firm. Features to be salvaged should include primary character-defining features. The City, prior to the issuance of building permits, shall confirm donation of the materials to the historical society or other entity approved by the City.

No additional mitigation is feasible for impacts related to demolishing, altering, removing, or obscuring the historical, sinicized decorative entrance elements on the east wall of the existing building and the associated entrance staircase, the entrance gate, and the ornamental fence due to the limited options available from the east wing addition as proposed.

* **Mitigation Measure 2**

ARCHEOLOGICAL RESOURCES (TESTING)

Based on a reasonable presumption that archeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archeological consultant having expertise in California prehistoric and urban historical archeology. The archeological consultant shall undertake an archeological testing program as specified herein. In addition, the consultant shall be available to conduct an archeological monitoring and/or data recovery program if required pursuant to this measure. The archeological consultant's work shall be conducted in accordance with this measure at the direction of the Environmental Review Officer (ERO). All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archeological monitoring and/or data recovery programs required by this measure could suspend construction of the proposed project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce potential effects on a significant archeological resource as defined in CEQA Guidelines Section 15064.5 to a less-than-significant level.

Archeological Testing Program: The archeological consultant shall prepare and submit to the ERO for review and approval an archeological testing plan (ATP). The archeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the

expected archeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archeological testing program will be to determine to the extent possible the presence or absence of archeological resources and to identify and to evaluate whether any archeological resource encountered on the site constitutes an historical resource under CEQA.

At the completion of the archeological testing program, the archeological consultant shall submit a written report of the findings to the ERO. If based on the archeological testing program the archeological consultant finds that significant archeological resources may be present, the ERO in consultation with the archeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archeological testing, archeological monitoring, and/or an archeological data recovery program. If the ERO determines that a significant archeological resource is present and that the resource could be adversely affected by the project, the project sponsor can either:

A. Redesign the proposed project so as to avoid any adverse effect on the significant archeological resource; or

B. Implement a data recovery program unless the ERO determines that the archeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

Archeological Monitoring Program: If the ERO in consultation with the archeological consultant determines that an archeological monitoring program shall be implemented, the archeological monitoring program shall minimally include the following provisions:

- The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO in consultation with the archeological consultant shall determine what project activities shall be archeologically monitored. In most cases, any soils-disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archeological monitoring because of the risk these activities pose to potential archeological resources and to their depositional context;
- The archeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archeological resource;
- The archeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with project archeological consultant, determined that project construction activities could have no effects on significant archeological deposits;

- The archeological monitor(s) shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis.

If an intact archeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archeological monitor(s) shall be empowered to temporarily redirect demolition/ excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile driving activity may affect an archeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archeological resources are encountered, the archeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

Archeological Data Recovery Program: The archeological data recovery program shall be conducted in accord with an archeological data recovery plan (ADRP). The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archeological resource is expected to contain. The ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.

- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

Human Remains and Associated or Unassociated Funerary Objects: The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and Federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Section 5097.98). The archeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of human remains and associated or unassociated funerary objects with appropriate dignity (CEQA Guidelines, Section 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

Final Archeological Resources Report: The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historical Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

* Mitigation Measure 3

CONSTRUCTION AIR QUALITY

Consistent with the BAAQMD's dust control measures, the project sponsor shall require the construction contractor(s) to spray unpaved construction areas of the project site with non-potable water during excavation, grading, and site preparation activities at least twice per day; to cover stockpiles of soil, sand and other such material on-site and during hauling; and sweep surrounding streets during these periods at least once per day to reduce particulate emissions. Ordinance No. 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. The project sponsor shall require the construction contractor(s) to obtain reclaimed water from the Clean Water Program for this purpose.

The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as prohibiting idling motors when equipment is not in use or when trucks are waiting in queues, and implementing specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

* Mitigation Measure 4

OTHER HAZARDOUS BUILDING MATERIALS (PCBS, MERCURY, LEAD AND OTHERS)

The project sponsor shall ensure that pre-construction building surveys for PCB- and mercury-containing equipment (including elevator equipment), hydraulic oils, fluorescent lights, lead, mercury and other potentially toxic building materials are performed prior to the start of renovation. Any hazardous building materials so discovered would be abated according to federal, state, and local laws and regulations.

Improvement Measure 1

CONSTRUCTION-RELATED TRANSPORTATION IMPACTS

- Limiting truck movements to the hours between 9:00 a.m. and 3:30 p.m. (or other times, if approved by the Department of Parking and Traffic (DPT)), thereby minimizing disruption of the general traffic flow on adjacent streets during the a.m. and p.m. peak periods.
- To improve operating conditions, the project sponsor and construction contractor(s) would meet with the traffic Engineering Division of DPT, the Fire Department, Muni, and the Planning Department to determine feasible measures to reduce traffic congestion, including traffic disruption and pedestrian circulation conditions.

- To accommodate the temporary parking demand of construction workers, the project sponsor would make arrangements at parking facilities in the area or shuttle workers to the project area from outside the area.

E. SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROJECT IS IMPLEMENTED

The proposed project, with mitigation, would have the following unavoidable significant historical architectural resources impact:

> The proposed project would fail to comply with the *Secretary of Interior's Standards* by demolishing or altering historical features of the east-wall façade and entrance to the existing building, the associated stairs, gate, and ornamental fence, and also by the wholesale obscuring of the eastern façade from public view. The building would still continue to contribute to the proposed Chinatown Historic District, although its current integrity, which qualifies the building as an individually eligible resource, would be substantially impaired or possibly even lost. Implementation of Mitigation Measure 1, pages 109 and 110, would reduce the impact by documenting the existing building and salvaging character-defining materials from the project site, but the impact would remain significant and unavoidable. The proposed project would also have a significant cumulative impact to the Chinatown Historic District. Should the Planning Commission approve the project as proposed, it would be required to make a finding that the proposed project would have a significant project-specific environmental impact and would adopt a Statement of Overriding Considerations.

With implementation of the mitigation measures outlined in Chapter IV: Mitigation and Improvement Measures of this report, all other potential significant impacts would be reduced to a less-than-significant level.

F. ALTERNATIVES TO THE PROPOSED PROJECT

ALTERNATIVE A: NO PROJECT

CEQA and the State CEQA Guidelines require EIRs to include a No Project Alternative for the purpose of allowing decision-makers to compare the effects of the proposed project with the effects of not approving a project. This alternative would entail no changes to the project site. Under the No Project Alternative, the existing 25,950 sq.ft. Chinatown YMCA building, other elements on the project site and the existing land use would remain. The YMCA facility would not be renovated, or expanded with the east wing and Sabin Place additions, and none of the existing architectural features would be altered. As under existing conditions, the mix of 10 tourist and 21 residential hotel rooms would remain as well as the inefficient

sports facilities and the ADA inaccessibility to the YMCA facilities. This alternative would not preclude subsequent proposals for redevelopment of the project site.

If the No Project Alternative were implemented, none of the impacts discussed in Chapter III: Environmental Setting and Impacts of this document and in the Initial Study (Appendix A) associated with the proposed project would occur and none of the mitigation measures for the proposed project would be required. This alternative would avoid or reduce all of the potentially significant operational and construction-related impacts, including the significant unavoidable historical architectural resource impact of constructing the east wing addition and the less-than-significant new shadow on the Chinese Playground. No construction would occur, and therefore there would be no construction-related noise, air quality, or transportation impacts, nor would there be a potential for exposure to hazardous materials related to existing building materials. Similarly, without ground disturbance potential archeological resources would not be affected. There would be no increase in vehicle travel or transit use, or aesthetic changes to the project site. Other less-than-significant effects described in the Initial Study (see Appendix A) would not occur with this alternative, including land use, aesthetics, population, operational and construction noise, air quality, wind, geology and public services.

The No Project Alternative would not meet the key objective of the project sponsor, the YMCA of San Francisco, for modernizing and expanding the existing health and fitness center and community facilities to better serve the community and new members with a larger, more integrated facility. Specifically, it would not meet Objective 1 to build a new aquatic center and expand the youth swimming program. It would not meet Objectives 2 and 3 to have a modern wellness center with youth community and fitness programs; nor would it meet Objective 4, to double the size of the existing recreation and community space. It also would not meet Objective 5, to have financially feasible expanded health, fitness and community program, activities, and facilities.

ALTERNATIVE B: RENOVATION OF EXISTING BUILDING AND PRESERVATION OF EXTERIOR

Alternative B, the Renovation of Existing Building Alternative, would not include the east wing or rear addition, but would propose to renovate the interior of the existing YMCA facility. This alternative would therefore retain the building's character-defining features. Specifically, the third floor renovations that would eliminate the ten existing tourist hotel rooms, add four residential hotel rooms, and modernize the kitchen area would still occur under this alternative. The primary entrance would continue to be on Sacramento Street. The existing building's height, massing, and other external features would remain

unchanged. Compared to the proposed project's larger, 48,745 sq.ft. integrated facility, the Renovation of the Existing Building Alternative's 25,950 sq.ft. would be about half that of the proposed project.

Unlike the proposed project, the Renovation of the Existing Building Alternative would not demolish, alter, or obscure any of the historical architectural features of the existing east façade and original formal entrance to the YMCA building. It would not demolish the main entrance stairways, or remove the ornate decorative front fence. As a result, this alternative would avoid the proposed project's significant unavoidable historical resource impact. Without the additional construction associated with the east wing building and the Sabin Place rear additions, and with little change to services and user and employee population, this alternative would avoid most of the proposed project's less-than-significant impacts, such as, population, aesthetics, operational noise, air quality, shadow, wind, geology and seismicity, hydrology and water quality, and energy.

Since the Renovation of the Existing Building Alternative would be significantly smaller than the proposed project, essentially consisting of interior renovations and some changes to existing programs and residential hotel units, there would be minimal growth to YMCA program and patrons. With renovation, daily person-trips and peak hour vehicle trips and parking demand would alter, but these changes in traffic and parking would not be substantially different from the existing facility. Aside from the construction-related transportation, noise, and air quality impacts, this alternative would, considering environmental effects, be similar to the No Project Alternative. Construction-related effects including air quality, transportation, and noise effects would be on a smaller scale than the proposed project because they would consist of interior renovations. Archeological cultural resources would be avoided, as would construction-related water quality, but hazardous materials effects with renovation would remain. There would be no changes on-site, minimal visitor/staffing changes, and the transition from tourist to residential hotel would not be considered a substantial land use change. Similarly, the demand for utilities, services systems, and public services would not substantially change and would, therefore, be less than the proposed project.

The Renovation of the Existing Building Alternative would not meet the project sponsor's key objective of modernizing and expanding the existing health and fitness center and community facilities to better serve the community and new members with a new, larger, more integrated facility. Specifically, it would not meet Objective 1 to build a new aquatic center and expand the youth swimming program. It would not meet Objectives 2 and 3 to have a modern wellness center with youth community and fitness programs; nor would it meet Objective 4, to double the size of the existing recreation and community space. It also

would not meet Objective 5, to have financially-feasible expanded health, fitness and community programs, activities, and facility.

ALTERNATIVE C: PRESERVATION OF HISTORIC FEATURES

Alternative C would feature a five-story addition with four stories set back from Sacramento Street above a ground floor pool. The setback alternative would retain the ground floor for a three-full-lane pool. The alternative would set back at the second floor to the rear third of the existing eastern courtyard, beyond the central bay of the east façade (see Figure 21, page 123). The public view of central bay from Sacramento Street would be preserved. To meet the program objectives and provide space for health and fitness activities, four additional floors would be added above the ground floor, extending approximately three feet above the roof-line of the existing building. The new structure would be approximately 65 feet tall, five stories above the ground floor pool and would be located just south of the central bay, at the rear of the site. The new addition with two additional levels (compared to the project) would be approximately 21,000 sq.ft.

(compared to the approximately 19,400-sq.ft. proposed project). In order to retain the original gate and entrance stairs, the ground floor pool would be reduced to three full lanes and two 1/3rd lanes, compared to five lanes for the proposed project.

The original entrance stairs and porch would be preserved, as well as the existing ornate balconies on the second, third and fourth floors of the east façade of the existing building and the fence along Sacramento Street.

The Preservation Alternative would preserve the architecturally historic features of the YMCA building as shown in Table 4, page 124. Similar to the proposed project, this alternative would also include the addition to the rear of the existing building at Sabin Place and the change of hotel rooms to residential units, however there would be a reduction of three residential units to accommodate the additional two floors.

The Preservation Alternative by preserving all architecturally historic features in place and views of these features would avoid the significant and unavoidable historical architectural resources impact of the proposed project. Compared to the proposed project, the Preservation Alternative's transportation and parking effects would be similar because both facilities would be about the same size. The operating conditions and the levels of congestion at the key intersections studied would be similar to those of the proposed project (less than

significant). This alternative's similar size and intensity would yield similar impact levels for other less-than-significant effects evaluated in the Initial Study (see Appendix A), including land use, population, noise, air quality, wind, geology, hazards, utilities and public services. The aesthetics of the alternative would be different than the proposed project as the building envelope would be a taller and narrower mass, sited at the rear of the site, and two stories higher than the proposed project. The 65-foot-high structure would not cast new shadows on the Chinatown due to the setback distance from Sacramento Street. Construction-related effects including air quality, transportation, noise, and hazardous materials effects would be similar to those of the proposed project. Archeological cultural resources, water quality, and hazardous materials effects would still remain.

Measures identified in Chapter IV (Mitigation Measure 2, 3, and 4 and Improvement Measure 1) would still apply for Alternative C: Preservation Alternative to reduce potential construction-related impacts to archeological cultural resources, air quality, and hazardous materials (lead, mercury, PCBs and others) to less-than-significant levels.

The Preservation of Historic Features Alternative would not fully meet Objective 1 (to build a new aquatic center and expand the youth swimming program) because a smaller pool and fewer lanes would compromise pool operations. It would not fully meet Objectives 2 and 3 (to have a modern wellness center with youth community and fitness programs) as the new center circulation space would be restricted on four floors and there would not be an ADA-accessible entry at the ground floor. The alternative would meet Objective 4, (to double the size of the existing recreation and community space). The alternative would also not meet Objective 5, (to have financially-feasible expanded health, fitness and community programs, activities, and facility) as the set back structure would be more costly and three residential units would be lost.

Alternative C, the Preservation Alternative, by avoiding the impact to historical architectural resources would be the environmentally superior alternative.

ALTERNATIVE D: PARTIAL PRESERVATION OF HISTORIC FEATURES

Alternative D, the Partial Preservation of Historic Features Alternative, utilizes an atrium area along the eastern façade, and would preserve some of the character-defining historic architectural features of the existing building such as: recessed entrance doors and the front gate (similar to the project), the central bay of the east façade which includes the windows and balconies (unlike the project). Other features, namely the entry stairs and porch and the front fence, would be removed (like the project). Similar to the

proposed project, the rear addition to the existing building at Sabin Place and interior renovation of residential units would remain.

The Partial Preservation alternative would feature an open area (or atrium) at the first and second floors in the center of the proposed project. The atrium would be about six feet wide, extending the length of the central bay of the eastern façade. The porch and entrance stairs would be removed, but the front gate would be preserved as a primary entrance (see Figure 22, page 127). The central bay of the east wall would be retained, but it would only be partially visible to the public from Sacramento Street and would not function as a major entrance to the facility. The ground floor pool and lockers, reception and administrative facilities would be similar to the proposed project. The interior corridor would be smaller than the proposed project corridor on the first floor and the health and fitness area of the second floor would be smaller than the proposed project's health and fitness area. The new addition under this atrium variant would be approximately 18,900 sq.ft. (compared to the approximately 19,400-sq.ft. proposed project).

The Partial Preservation Alternative would avoid some of the significant and unavoidable historical architectural resources impacts of the proposed project but would still restrict public view of the central east entrance, and would not retain the porch and entrance stairs, both character-defining features of the existing building. Thus, there would still be an unavoidable significant historical architectural resources impact and a significant historical resources impact to the surrounding proposed historic district.

II. PROJECT DESCRIPTION

A. SITE LOCATION

The project site (Assessor's Block 0242, Lot 27) is located in the Chinatown neighborhood at 855 Sacramento, mid-block on the south side of Sacramento Street between Stockton Street to the west and Grant Avenue to the east (Figure 1, page 28). The approximately 18,906-sq.ft. (0.43-acre) project site is a through lot between Sacramento Street and Sabin Place (off California Street) and slopes steeply along Sacramento Street, with an elevation gain of approximately 20 feet from east to west. The project site contains the Chinatown YMCA building, a three-story over partially below-grade ground floor, mixed-use building that is approximately 45 feet tall and 25,950 sq.ft. in size.[4]

The existing building consists of approximately 20,700 sq.ft. of health and fitness facilities and community rooms on the ground, first and second floors, and about 5,250 sq.ft. of residential space, which contains 21 residential and ten tourist hotel rooms located on the third floor. Due to the site's slope, the ground floor is fully above grade at the eastern edge of the building and fully below grade at the western edge. In addition to the YMCA building, the project site also includes two open areas: a 40-foot-wide paved courtyard along the eastern property line and a small (35-sq.ft.) unpaved area in the property's southwest corner. Adjacent to the eastern courtyard along Sacramento Street is a tile-roof gated entryway, which was part of the original entryway to the building and includes the courtyard stairs up to the ornamental doors on the existing building's east wall and first floor entrance. In 1997, to comply with the Americans with Disability Act (ADA) requirements, the primary building entry was

[4] The previous Draft EIR (SCH No. 2001072066) stated the total square footage of the existing building as 28,200 sq.ft. Current plans indicate a total of 26,440 sq.ft.

Source: During Associates

6-18-07

Proposed Project Location Figure 1

moved from this gate to the current first floor building entrance off Sacramento Street.[5] Please see Figure 2, page 30, for a site plan of the existing building.

The existing building and original entry, constructed in 1925, appear eligible as a contributory building to a fully documented district under the National Register and California Historic Resource Information System. The San Francisco Architectural Heritage survey identified it as a building of "highest importance." The existing recreation courtyard, red-roof-tile gateway, and decorative fence, as mentioned above, are part of the original Sacramento Street courtyard entrance. The east wall of the existing YMCA building, originally the principal façade, contains historic features, including the main entrance doors, a number of windows with ornate decorative detail on all three levels, ceremonial balconies, and other decorative features.

The project site is located within the Chinatown Residential/Neighborhood Commercial (CR/NC) zoning district and 65-A height and bulk district. The site is on the steeply sloped east side of Nob Hill, with a diagonal uphill slope to the southwest and a grade differential of approximately 20 feet. The elevation of the project site ranges from approximately 88 feet above Mean Sea Level (MSL) along the east side to about 108 feet MSL at the northwest corner (Figure 3, page 31). The project site vicinity (within two blocks) is a mixed-use area composed primarily of residential and commercial land uses, including office, retail, restaurants and bars, a church, hotel, and parking lots. There are a variety of building types, sizes, and ages on the project block and in the vicinity.

Land uses along the south side of Sacramento Street on the project block are primarily residential with some ground-floor retail. Adjacent to the project site to the west is a six-story, 12-unit residential building at 875 Sacramento Street and to the east a four-story, mixed-use building at 831 Sacramento Street with 14 residential units on the upper three floors and ground floor commercial uses including office space, a hair salon, a tire store, an antique business, and a martial arts studio. Parcels adjacent to the south of the project site primarily front California Street and include a seven-story brick office building and a private parking lot for about 30 cars, separated by Sabin Place, an approximately 21-foot-wide, dead-end alley. West of the parking lot and southwest of the project site is a seven-story, 60-unit apartment building. Other uses on the north side of Sacramento Street across from the project block include the Chinese

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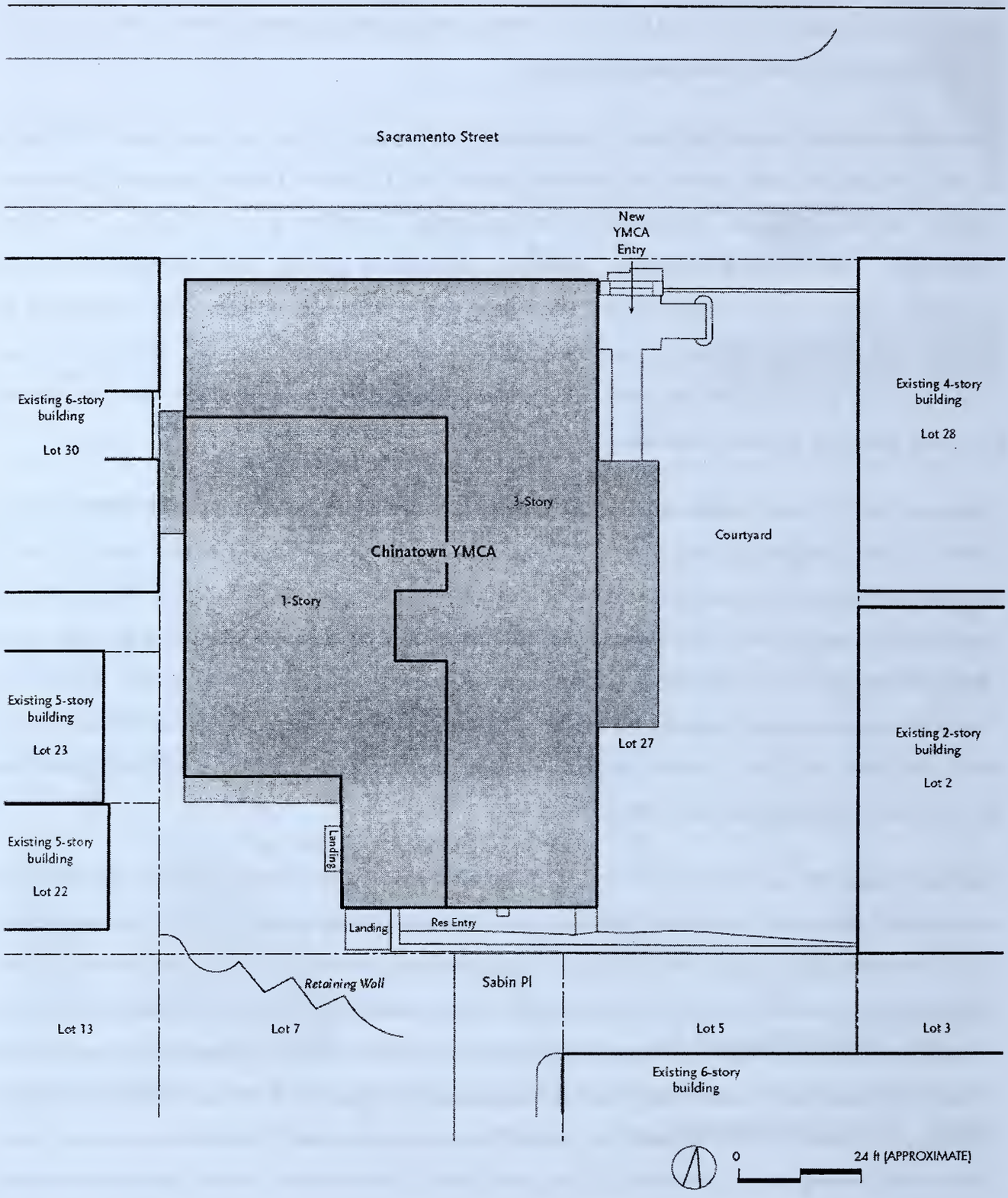
[5] Patrick McGrew, Architect, *The Chinatown YMCA Historic Structure Report*, January 2006 revision, pages 11-12. This document is part of project file 1999.0536E and available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, San Francisco.



Source: ED2 International

9-11-07

Existing Site Plan Figure 2

Isometric Model of the Project Figure 3

Source: ED-2
4/1997

Playground, a three-story brick church building, and the three-story building on the northwest corner of the Sacramento Street and Grant Avenue intersection with ground floor commercial and the Gold Mountain Sagely Monastery on upper floors. Many of the buildings located on the project block are four to six stories tall.

Grant Avenue, east of the project site, comprises the heart of the Chinatown District and is lined with predominantly three- and four-story, mixed-use buildings with ground floor retail stores and residential or commercial uses above. Multi-unit residential buildings primarily occupy Sacramento Street west of Stockton Street, ranging in size from 3 to 21 stories with approximately 10 to 150 residential units per building. Other uses in this area include a neighborhood center, a residential hotel, and the Donaldina Cameron House. The Donaldina Cameron House is a social service agency located in the historic brick Occidental Board Presbyterian Mission House built in 1907.

B. PROJECT CHARACTERISTICS

The proposed project would renovate and reconfigure the interior of the existing building and construct two new additions: one to the east and a small addition to the rear of the existing building (see Table 1 page 33).

RENOVATION OF EXISTING BUILDING

The interior of the existing YMCA building would be renovated extensively and would generally convert existing recreational areas to community service space. Ground floor renovations would include relocating the existing undersized pool to the new east wing addition; renovating and expanding existing locker rooms, showers, and bathrooms; and adding a YMCA administrative area, reception lobby, and a mechanical room for the building. First floor work would include renovating the existing community services administration area (lobby, reception, and office) and three clubrooms and adding a meditation room, a community room, new handicapped-accessible bathrooms, and a trash room. The existing two-story gymnasium would remain in its current location on the west side of the building. Second floor work would reconfigure the existing fitness center and weight room to community space and renovate the existing offices and handicapped-accessible bathrooms. The 21 residential hotel rooms and 10 tourist hotel rooms on the third floor would be renovated and reconfigured into 25 residential hotel rooms, four

Table 1
Uses and Square Footage by Floor and Addition

Use / Floor	Existing Building	New			New Facility Total
		East Wing Building	Sabin Rear Addition	Subtotal	
Pool					
Sub-ground Floor	N/A [1]	1,745	0	1,745	1,745
Recreation-Community					
Ground Floor	*6,012*	*6,827*	*725*	*7,552*	*13,564*
First Floor [2]	*9,339*	*5,148*	*920*	*6,068*	*15,407*
Second Floor	*5,355*	*5,636*	*882*	*6,518*	*11,873*
Subtotal	20,705	17,611	2,527	20,138	40,844
Residential					
Third Floor	5,246	0	911	911	6,157
TOTAL	**25,952**	**19,356**	**3,437**	**22,793**	**48,745**

Notes:

[1] The existing building has 488 sq.ft. of sub-ground floor space used for a mechanical filter room for the existing pool. This space will not be used in the new facility.

[2] The first floor will have an additional 1,745 sq.ft. of outdoor playground area in the northwest corner of the new East Building that is not included in this table.

Source: James Yee, ED2.

new handicapped bath/shower rooms that meet current Building Code requirements, and a new common kitchen. Residential hotel units would increase from the existing 21 units to 25 units and the existing 10 tourist hotel units would be eliminated.

As discussed in the Initial Study (see Appendix A, page 28), the YMCA has informed the seven current residents that if the proposed project is approved and building permits issued, they would be required to find new housing, either temporarily during construction or permanently if they do not wish to return upon project completion. The YMCA would assist tenants with identifying available residential units and would provide relocation benefits of at least $4,500 to $7,500 to each tenant, who would also, following the proposed project's completion, have the right to return to the new units pursuant to the Rent Arbitration Board's requirements (see discussion under Land Use, page 53).

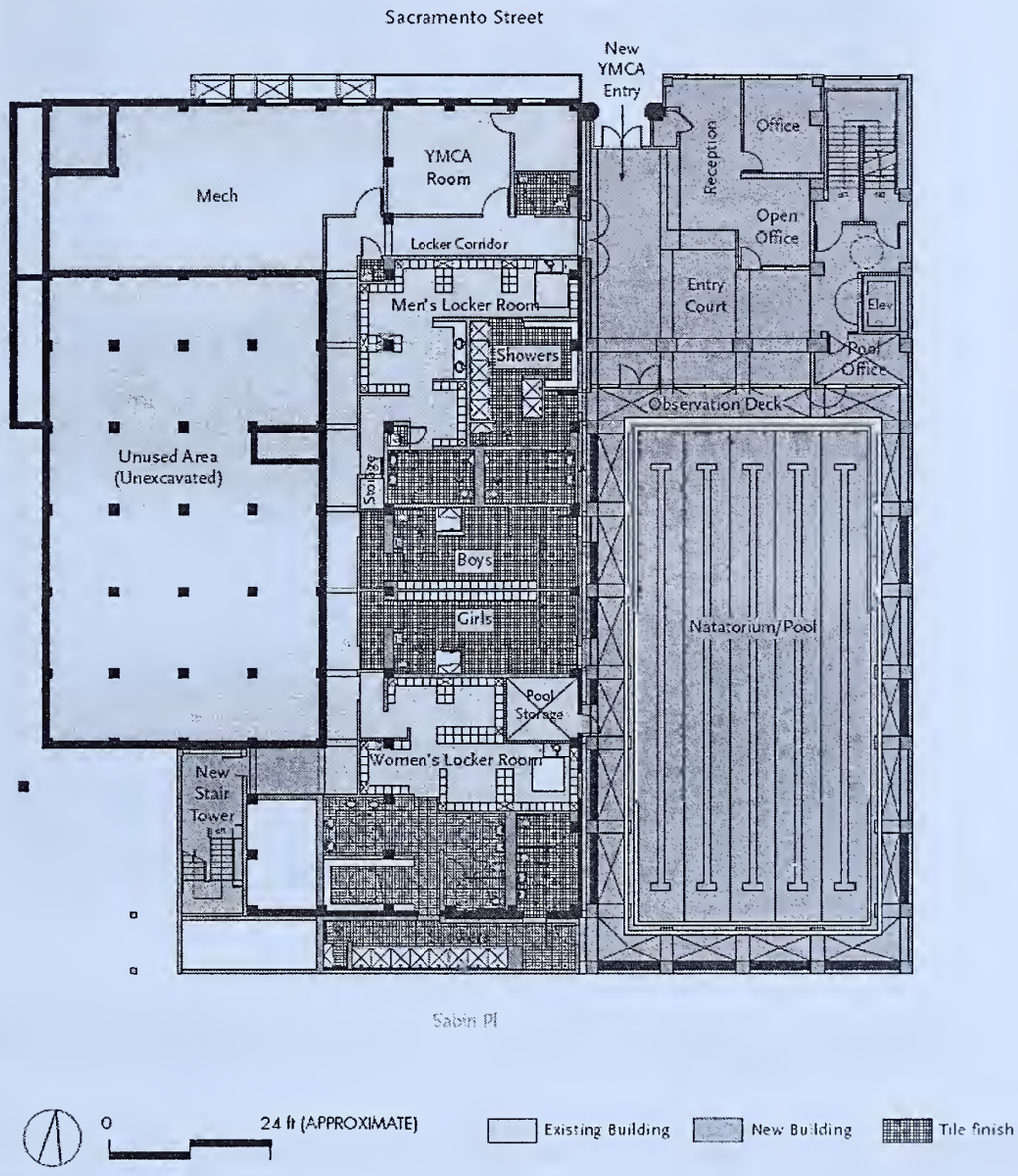
NEW "EAST WING" BUILDING

A new three-story, approximately 40-foot-tall, 19,350-sq.ft. east wing building addition is proposed to be constructed in the existing eastern courtyard area and would abut approximately the southern two-thirds of the existing building's east wall, including the central bay. As shown in Figures 4 to 9, pages 35 to 40, a portion of new east building would have an approximately 40-foot set back above the ground floor that would form a fenced courtyard to be used as an outdoor play area. Since the new building would be built to the east property line, the proposed project would cover an existing mural, painted in 1980, that is on the side of the adjacent building to the east, visible from the existing eastern courtyard.

The proposed addition would not change the Sacramento Street/north façade of the existing Chinatown YMCA building, but would alter the east façade of the existing building and the original entrance to the Chinatown YMCA. The ornately decorated front fence would be removed; the main stairs from the gate and the first-floor porch would be removed; the first and second floors of approximately the southern two-thirds of the east wall, including the decorated central bay, would be obscured; the first and second floor east wall balconies would be removed; and the wooden columns between the two wooden doors and the decorated windows on the first and second floors of the existing façade would be covered and obscured from view. The carved wooden doors of the east wall's central bay would be preserved and visible from the interior of the building, and the red-tile-roofed entrance gate would be renovated and moved slightly to become the new primary entrance to the YMCA. Existing landscaping in front of the eastern courtyard would be removed.

The main entrance to the Chinatown YMCA would be through the restored ornate gate on the ground floor of the new east wind addition. The existing first-floor, ADA-compliant entrance in the existing YMCA building would serve as an emergency exit only. The proposed east addition would be structurally independent to the existing building, but would be connected at the ground, first and second floors to the renovated existing building.

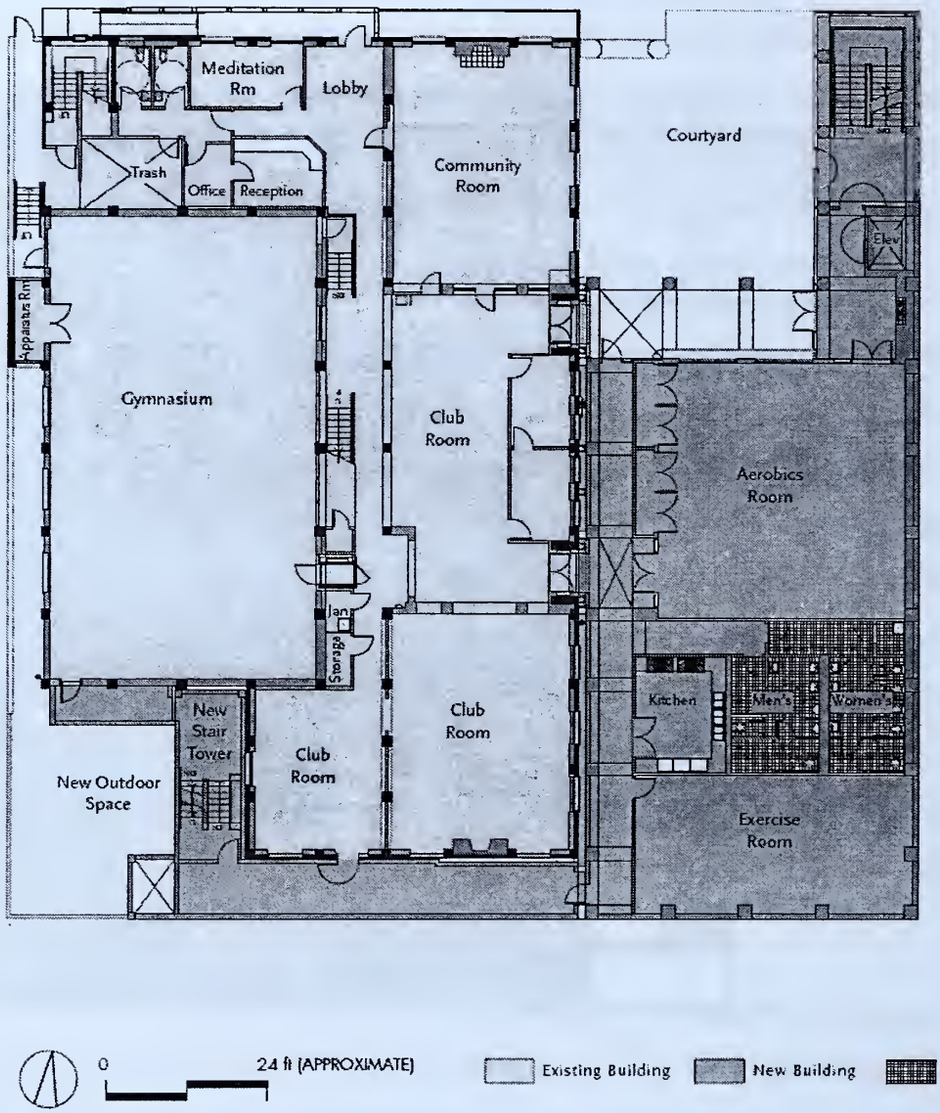
Other design elements of the proposed addition along Sacramento Street include glass in the north (front) façade; the stair tower along the eastern edge of the site and the "Y" logo; the recreational fence protecting the courtyard above the ground floor; and the use of earth-tone colors that would complement the neutral color of the existing YMCA building. The YMCA sign on the existing building would be retained in place. Overall, the proposed renovation and additions would include a range of relocated and



Source: ED2 International

6-15-07

Proposed Ground Floor Plan Figure 4



Source: ED2 International

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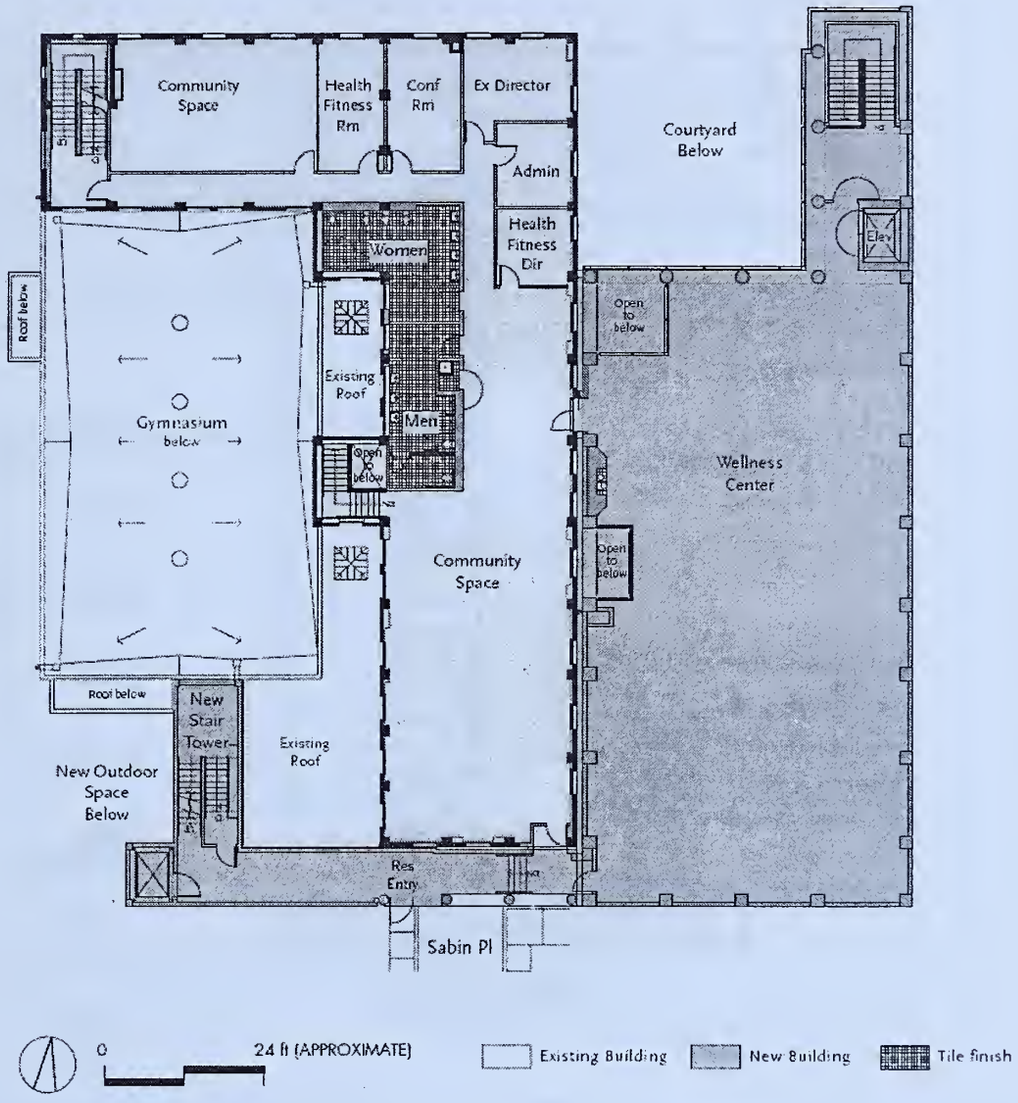
Proposed First Floor Plan Figure 5



Source: ED2 International

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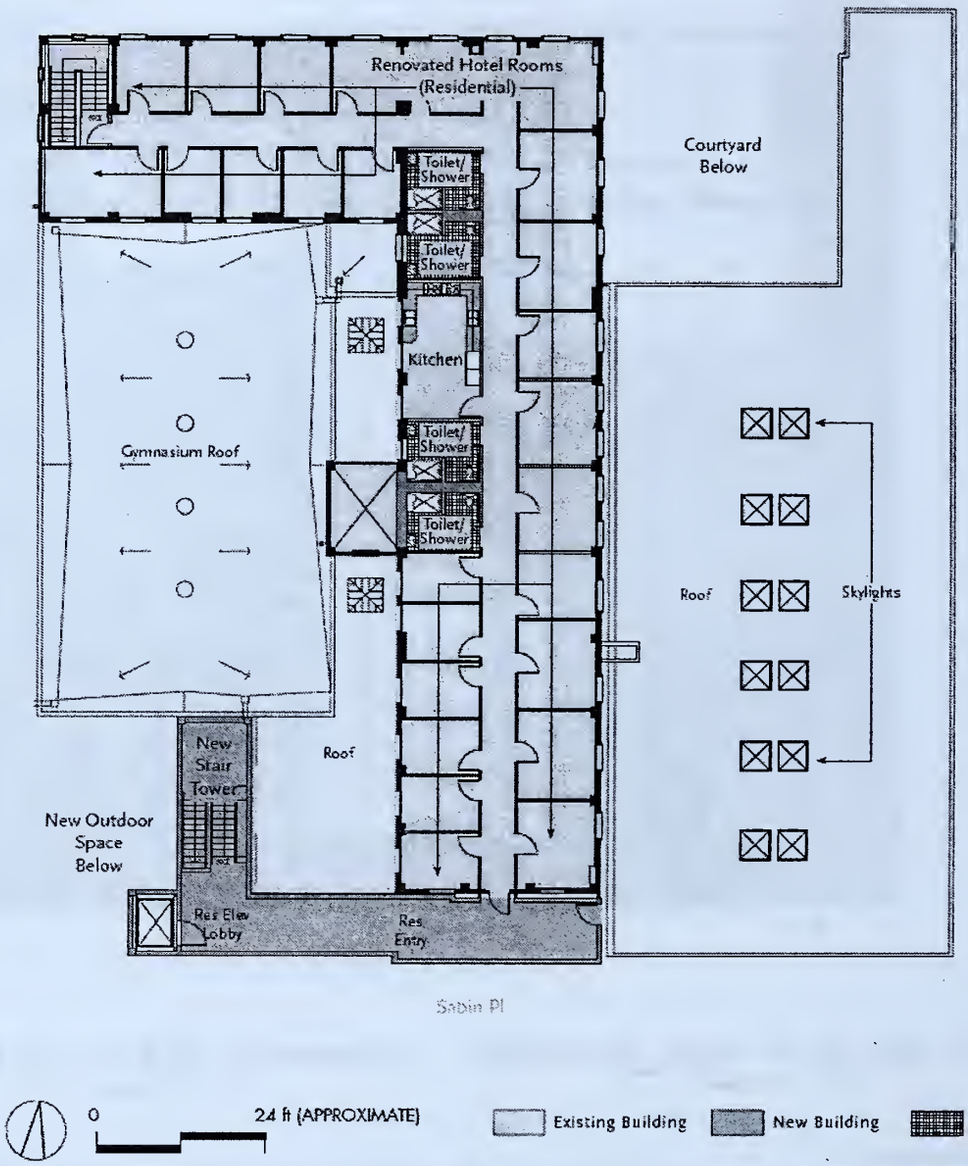
Proposed Second Floor Plan Figure 6



Source: ED2 International

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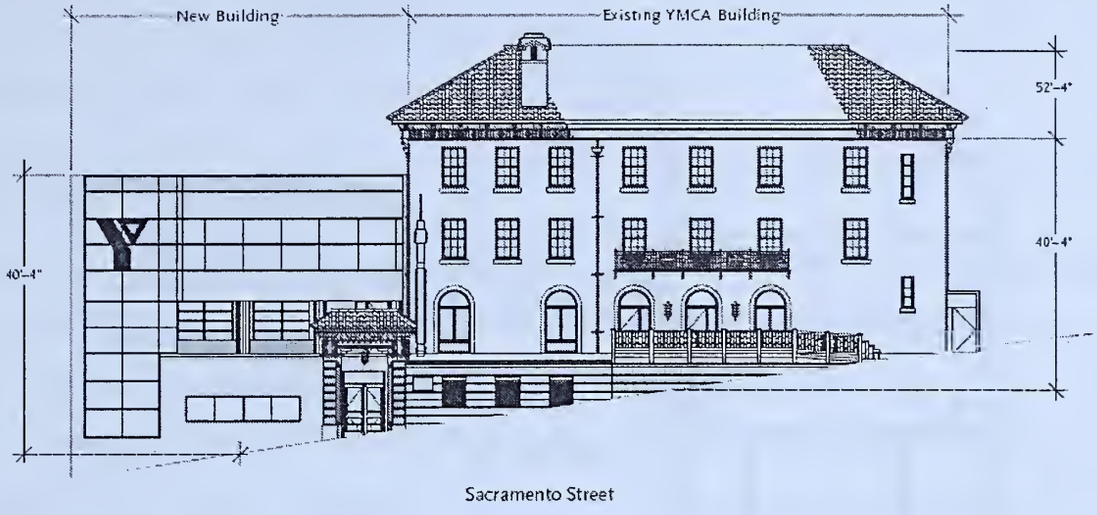
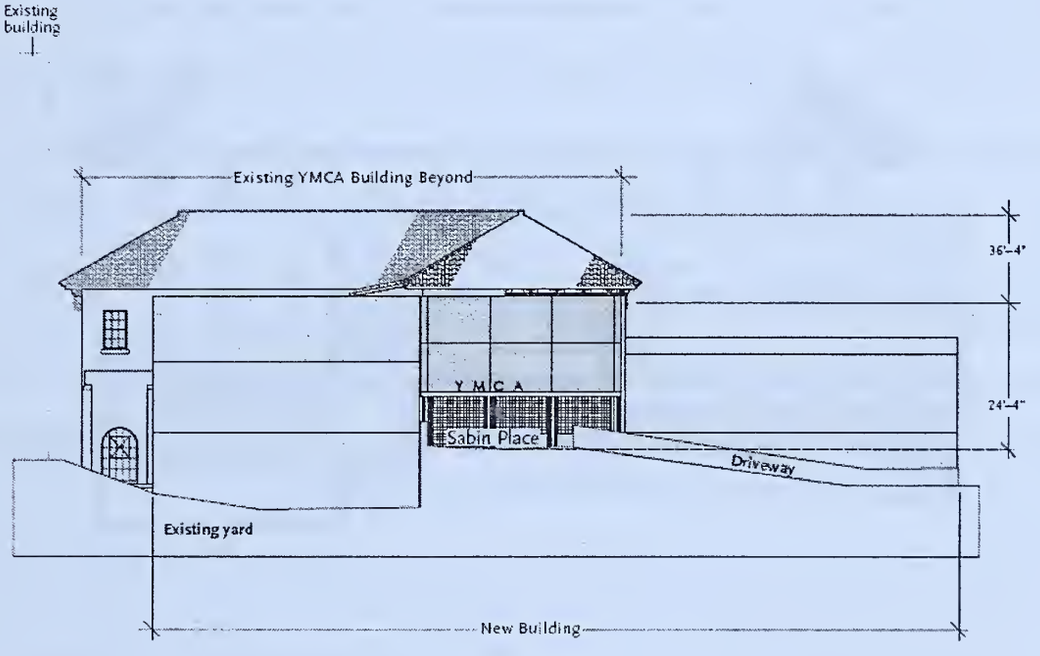
Proposed Third Floor Plan Figure 7



North Elevation—Sacramento Street



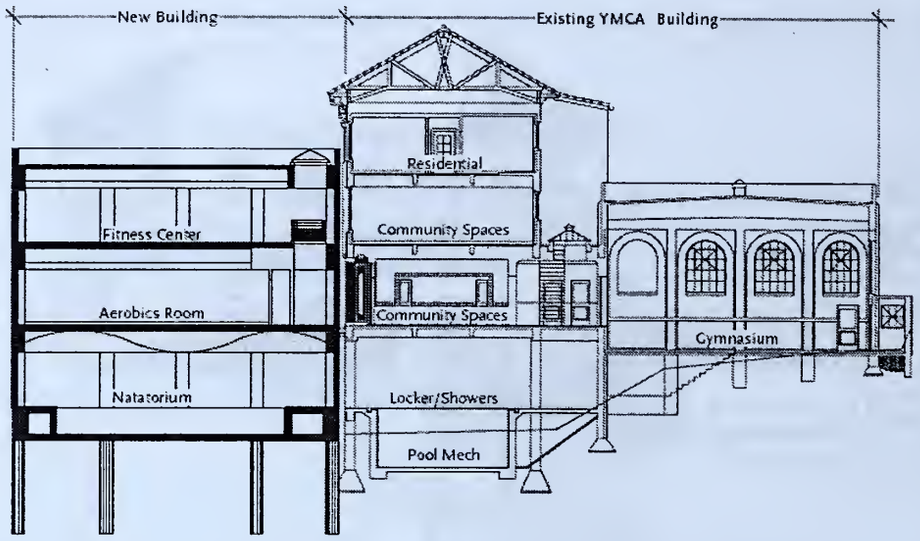
South Elevation at Sabin Place

0 24 ft (APPROXIMATE)

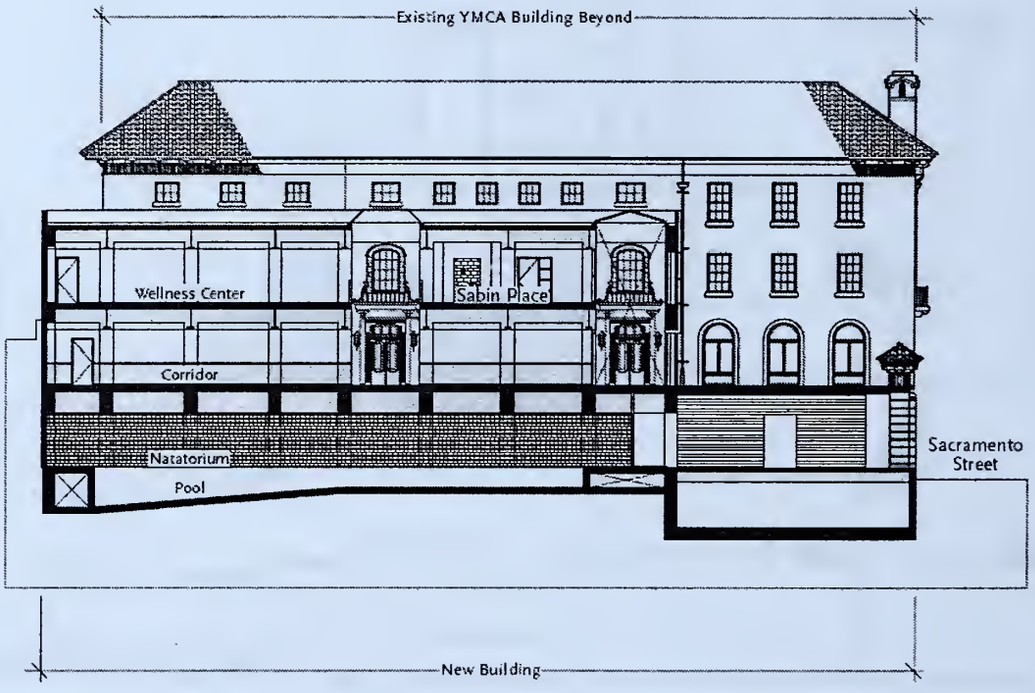
Source: ED2 International

9-12-07

Proposed Project Elevations Figure 8



East–West Section



South–North Section

0 24 ft (APPROXIMATE)

Source: ED2 International

6-15-07

Proposed Project Sections Figure 9

expanded recreational facilities, including a new pool, reception and office areas, observation decks, exercise and aerobics rooms, ADA-compliant bathrooms, a kitchen for the residential units, a 1,754-sq.ft. outdoor play area, and a wellness center.

SABIN PLACE REAR ADDITION

A four-story, approximately 32-foot-tall, 3,500-sq.ft. addition at the rear of the existing building and fronting Sabin Place is also proposed as part of the building renovation. It would provide a secondary means of stair and elevator access to the building, including a direct second-floor entrance to the residential lobby. A portion of this proposed rear addition would add to the renovated locker room area at the ground floor. As shown in Figure 3, South Elevation, page 31, the Sabin Place rear addition would be almost as tall as the existing cornice. It would have a flat roof and would wrap around the existing building in an "L" shape along the existing southern and western walls. The height of the new addition would obscure the approximate ten-foot length of ornately decorated cornice and fascia at the top of the existing south wall. The existing rear courtyard on the southwest corner of the lot would be retained as a source of light for the gymnasium but would not be landscaped or accessible for open space use.

With the proposed project's additional approximately 22,793 sq.ft., the expanded Chinatown YMCA would contain a total of approximately 48,745 sq.ft. The proposed renovation and addition would retain the two-story gymnasium in the same location on the western side of the existing building; relocate the ground-floor pool to the new east wing addition (ground floor); relocate all existing recreational uses to the new building; remodel and expand the existing lockers, showers, and other uses on the ground floor of the existing building; remodel the first and second floors of the existing building to create a larger community service center; and renovate the residential hotel rooms on the third floor. Project construction is estimated to take approximately 16 months and the estimated construction cost of the proposed project would be approximately $8.5 million. The project sponsor is the YMCA of San Francisco and the project architect is ED2 International.

C. PROJECT SPONSOR'S OBJECTIVES

Since 1911, the Chinatown YMCA has striven to nurture generations of Chinatown youth through programs that have the goal of "shaping their lives, fostering their spirits, minds and bodies, and teaching them respect for self and others."[6]

The Chinatown community has a great need for recreation, health and fitness, social services and education facilities for its youth, families, and seniors.[7] The demand for the community facility and health/fitness/wellness center has increased since the current YMCA facility was built in 1926, and the YMCA is no longer able to meet this demand. Moreover, the pool is leaking and must be replaced, and the existing pool, men's and women's locker rooms, and health/fitness/wellness center are not ADA-compliant.[8] Therefore, the Chinatown YMCA proposes to remodel and expand the existing facility, and restructure and create new programs to meet current and projected needs. The YMCA has identified the following as key project objectives, based on outreach and a needs assessment of existing members, stakeholders and the broader community, and a market/feasibility analysis:

Key Objective: Develop a Chinatown Center for youth and youth services that will more than double the number of teens and youth currently served by the YMCA programs for after-school education, teen center activities, day camp, leadership training, sports, summer school, summer camp, civic and cultural activities, outreach youth fitness, and youth club activities. This key objective has the following components:[9]

1. *New Aquatic Center.* Build a new aquatic center that (i) allows every child in the greater Chinatown area (Chinatown, North Beach, Nob Hill and Russian Hill) the opportunity to learn how to swim; (ii) includes aquatic programs for youth, teens, families, adults and seniors; (iii) expands by approximately 200 percent the number of people the Chinatown YMCA can serve with aquatic programs; and (iv) includes a state-of-the art facility and aquatic programs and that will allow neighborhood youths to train for competitive swimming.
2. *New Wellness Center.* Include adequate dedicated space for a modern wellness center that will have modern training and exercise equipment in a facility designed for health/fitness activities,

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6 Chinatown YMCA, Project Vision, May 2007. This document is part of project file 1999.0536E and available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, San Francisco.

7 Ibid.

8 Wayne Hu, member of Chinatown YMCA Committee, telephone conversation with Stu During, During Associates, September 10, 2007.

9 Chinatown YMCA, Project Vision, op cit.

featuring Asian holistic and health/wellness programs specifically designed for youth as well as adults in the Chinatown community.

3. *Expanded Community Center.* Include a center for the community, its families, youth and adults to meet and socialize.
4. *Larger Facility.* Based on the forecasted program requirements,[10] double the size of the existing recreation and community space.
5. *Financial Feasibility.* Meet the above program objectives through a development plan that is financially feasible for the project sponsor in light of existing and potential funding sources.

D. PROJECT APPROVALS

The public comment period on this Draft EIR will be from October 17 to November 30, 2007, as noted on the cover of this report, including a public hearing before the Planning Commission on the Draft EIR on November 15, 2007. Following the public comment period, responses to written and oral comments will be prepared and published in a Comments and Responses document. This Draft EIR, together with the Comments and Responses document, will be considered by the Planning Commission, in an advertised public meeting, and then certified, if deemed sufficient, as a Final EIR. No approvals or permits can be issued until the Planning Commission certifies the Final EIR.

The proposed project would require the following actions:

- Planning Commission Conditional Use authorization pursuant to *Planning Code* Section 303 for allowable exceptions to the *Planning Code* as follows:
  - Height above 35 feet in the CR/NC District (Sections 812.10 and 254).
  - New construction on a site larger than 5,000 sq.ft. (Sections 812.11 and 121.3).
  - Street frontage longer than 50 feet (Sections 812.14 and 145.3).
  - An outdoor activity area located other than at the front of the lot (Section 812.12).
- Department of Building Inspection approval of a Building and Demolition Permit.
- Department of Public Works approval for a Grading and Work within the Public Right-of-Way Permit.

The proposed project would also require approval by the Department of Building Inspection (DBI) for demolition and site permits and by the Department of Public Works (DPW) for street and sidewalk permits. Any curb or road modifications would require approval by the Department of Parking and Traffic (DPT).

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[10] Wayne Hu, op cit.

E. PROJECT HISTORY

As indicated in the Introduction above, a previous project was proposed on the project site, namely the demolition of the existing YMCA building and construction of a new seven-story, 65-foot-tall, approximately 84,190-sq.ft. YMCA building that would contain approximately 47,020 sq.ft. of YMCA program space, and up to 28 units of affordable housing. A Draft EIR published on March 23, 2002 (SCH No. 2001072066), and a public hearing on the adequacy of the Draft EIR was held on April 25, 2002.

Subsequent to the publication of that DEIR, the developer terminated the affordable housing component of their commitment to build housing on the site and the YMCA was unable to identify another agency willing to develop low-income family housing through tax credits. These factors contributed to overall redesign of the proposed project, requiring an update to the environmental review analysis. Subsequently, the YMCA revised the scope of the proposed project, which requires a new environmental review including a revised environmental impact analysis.

The current proposal would retain and renovate the existing facility and construct a new three-story, approximately 40-foot-tall east wing addition and an approximately 32-foot-tall rear access addition off Sabin Place—bringing the new facility total to approximately 48,745 sq.ft., with a net increase of 22,793 sq.ft. The proposal would eliminate the existing 10 tourist hotel rooms and increase the number of residential hotel rooms from 21 to 25 rooms.

III. ENVIRONMENTAL SETTING AND IMPACTS

The Initial Study for the proposed project, published with the Notice of Preparation for the EIR on December 9, 2006, determined that a number of the physical environmental effects resulting from the proposed project would be less than significant (land use, aesthetics, population and housing, noise, air quality, wind, recreation, utilities and service systems, public services, biological, geology and soils, hydrology and water quality, mineral and energy resources, and agricultural resources), or that mitigation measures, required as a condition of project approval, would reduce other potentially significant effects (cultural archeological, construction air emissions, hazardous materials) to less-than-significant levels (see Chapter IV: Mitigation and Improvement Measures and Appendix A: Initial Study). Therefore, these topics are not discussed further in the EIR.

However, the Initial Study found project-specific effects and/or cumulative impacts related to historical architectural resources, transportation/circulation, and shadows to be potentially significant. Accordingly, these effects are analyzed in this EIR. While the Initial Study found that the proposed land use and aesthetic changes would not cause potential significant environmental effects and would not require further analysis, this EIR discusses them for informational purposes.

As required under CEQA, this EIR and the Initial Study assess construction, operational, and cumulative impacts. For example, Section III.D, below, discusses construction traffic effects, effects of the proposed project during operation of the facility, and cumulative transportation impacts. The Initial Study (Appendix A, page 26) addresses construction-related air (dust) emissions with associated mitigation measures.

A. LAND USE, PLANS, AND POLICIES

This section discusses existing land use and zoning at the project site and within the vicinity. This discussion, as indicated above, is provided for informational purposes since the Initial Study assessment found that the proposed renovation and additions to the existing Chinatown YMCA building would result in a less-than-significant land use impact. The proposed project would not physically divide an established community, conflict with adopted land use plans, or substantially and adversely alter the vicinity's character. Due to existing land use controls and limited growth potential in this developed urban location no significant cumulative impacts related to land use would occur.

EXISTING LAND USE AND ZONING

Land uses in the project vicinity are mixed, primarily residential and commercial, including office, retail, restaurant and bar, church, hotel, and parking. There are many buildings of different type, size, and age. Heights on the project block vary from two to seven stories (mostly four to six stories), and up to 21-stories in within four blocks of the project site. Grant Avenue, bordering the project block to the east and considered the heart of the Chinatown District, is lined with predominantly three- and four-story mixed-use buildings with ground-floor retail shops and residential and/or commercial uses above. Similar buildings and uses are found in the project area on Sacramento Street and along Stockton Street.

The project site (Assessors Block 0242 Lot 027) located at 855 Sacramento Street includes an existing three-story building and courtyard on the eastern side of the site. The proposed new east wing building addition would be constructed in the existing courtyard. Adjacent to the project site to the west is a six-story, twelve-unit residential building at 875 Sacramento Street, and to the east a four-story mixed-use building at 831 Sacramento Street with fourteen residential units on the three upper floors. Commercial uses on the ground floor include office space, a hair salon, an automotive tire store, an antique business, and a martial arts studio. The remaining south side of Sacramento Street includes: a four-story mixed-use building at the southeast corner of Stockton and Sacramento Streets a one-block alley street (Brooklyn Place) intersecting Sacramento Street with four four-story residential apartment buildings and a six-car parking lot in the alley; a two-story, one-unit residential building across Brooklyn Place to the east at 883 Sacramento Street, and a two-story building at 809-811 Sacramento Street near the southwest corner of the Sacramento Street/Grant Avenue intersection, occupied by a book store and magazine publishing company.

On the northern side of Sacramento Street, the approximately one-half acre Chinese Playground and clubhouse occupies the mid-block area directly across from the YMCA. Pagoda Place to the west forms a mid-block pedestrian way along the west edge of the Chinese Playground and intersects Sacramento Street. At the northeast corner of the Sacramento and Stockton Streets intersection a five-story, mixed-use building contains a range of ground-floor retail uses including photography, cell phones, house wares, restaurants, a music center, and a bank. Adjacent to the playground to the east at the corner of Waverly Place and Sacramento Street is the three-story First Chinese Baptist Church building (first constructed in 1888, rebuilt in 1908 after the earthquake). Continuing east, across Waverly Place, a three-story, mixed-use building has retail uses on the ground floor and residential uses above. The Gold Mountain Sagely Monastery occupies the upper floors of the three-story, mixed-use building with a ground floor retail bank office located on the corner of Grant Avenue and Sacramento Street.

The project site is in the Chinatown Residential/Neighborhood Commercial (CR/NC) zoning district, with the surrounding area a mixture of Public Use (P) to the north, Chinatown Visitor Retail (CVR) to the east, the Downtown General Commercial (C-3-G) and the Chinatown Community Business (CCB) to the south, and Moderate and High Density Mixed Residential (RM-3 and RM-4, respectively) zoning districts to the south and west.

The project site is located in a 65-A height and bulk district that in general extends from Bush Street three blocks to the south, to Broadway Street four blocks to the north, and Leavenworth Street five blocks to the west. There are a variety of height and bulk districts nearby, ranging in allowable height from 50 feet (along parts of Grant Street) to 450 feet (in the Downtown Financial District).

Plans and Policies

The San Francisco General Plan (*General Plan)* policies and objectives guide land use decisions affecting the physical development of the City and contain some policies that relate to physical environmental issues. The proposed project would not obviously or substantially conflict with any such policy. The Planning Commission, as part of their decision to approve or disapprove the proposed project, will consider the compatibility of the proposed project with *General Plan* policies that do not relate to physical environmental issues. Potential conflicts identified in that assessment would not alter the physical environmental effects of the proposed project.

The *General Plan* has ten topical elements (Commerce and Industry, Recreation and Open Space, Residence, Community Facilities, Urban Design, Environmental Protection, Transportation, Air Quality, Community Safety, and Arts), and ten individual Area Plans (Bayview Hunters Point, Central Waterfront, Chinatown, Civic Center, Downtown, Northeastern Waterfront, South of Market, Rincon Hill, Van Ness Avenue, and Western Shoreline) that provide goals, objectives and policies to guide land use and the City's physical development. The following General Plan objectives and policies are among those applicable to the proposed project.

URBAN DESIGN ELEMENT

Objective 1 (City Pattern): Emphasis of the characteristic pattern which gives to the city and its neighborhoods an image, a sense of purpose, and means orientation.

Policy 1.3: Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.

Objective 2 (Conservation): Conservation of resources which provide a sense of nature, continuity with the past, and freedom from overcrowding.

Policy 2.4: Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

Policy 2.5: Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.

Policy 2.6: Respect the character of older development nearby in the design of new buildings.

Objective 3 (New Development): Moderation of major new development to complement the city pattern, the resources to be conserved, and the neighborhood environment.

Policy 3.1: Promote harmony in the visual relationships and transitions between new and older buildings.

Policy 3.4: Promote building forms that will respect and improve the integrity of open spaces and other public areas.

Policy 3.5: Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

Policy 3.6: Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

RESIDENCE ELEMENT (1990)

Objective 1 (Supply of New Housing): To provide new housing for all income groups in appropriate locations.

Objective 3 (Retention of Existing Housing): To retain the existing supply of housing.

Policy 3: Preserve the existing stock of residential hotels.

Objective 5 (Affordability of Housing): To provide housing affordable by all income groups, particularly low and moderate income households.

Housing Element (2004)

Objective 1 (New Housing): To provide new housing, especially permanently affordable housing, in appropriate locations which meets identified housing needs and takes into account the demand for affordable housing created by employment growth demand.

Objective 2 (Existing Housing): Retain the existing supply of housing.

Policy 2.5: Preserve the existing stock of residential hotels.

Objective 4 (Housing Affordability): Support affordable housing production by increasing site availability and capacity.

Commerce and Industry Element

Objective 1 (Economic Growth and Change): Manage economic growth and change to ensure enhancement of the total city living and working environment.

Policy 1.1: Encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences that cannot be mitigated.

Objective 3 (Employment): Provide expanded employment opportunities for city residents, particularly the unemployed and economically disadvantaged.

Objective 6 (Neighborhoods): Maintain and strengthen the viable neighborhood commercial areas easily accessible to city residents.

Policy 6.3: Preserve and promote the mixed commercial-residential character in neighborhood commercial districts. Strike a balance between the preservation of existing affordable housing and needed expansion of commercial activity.

Policy 6.7: Promote high quality urban design on commercial streets.

Policy 6.8: Preserve historically and/or architecturally important buildings or groups of buildings in neighborhood commercial districts.

Community Facilities Element

Objective 3: Assure that Neighborhood Residents Have Access to Needed Services and a Focus for Neighborhood Activities.

Policy 3.1: Provide neighborhood centers in areas lacking adequate community facilities.

Policy 3.2: Assure that neighborhood centers complement and do not duplicate existing public and private facilities.

Policy 3.3: Develop centers to serve an identifiable neighborhood.

Policy 3.4: Locate neighborhood centers so they are easily accessible and near the natural center of activity.

Policy 3.5: Develop neighborhood centers that are multipurpose in character, attractive in design, secure and comfortable, and inherently flexible in meeting the current and changing needs of the neighborhood served.

The Chinatown Area Plan is a component of the City's *General Plan* and extends policy direction to a specific neighborhood. The proposed project would in general, be consistent with the following aspects of the Chinatown Area Plan and would not obviously conflict with any of the area plan's goals or policies.

Objective 1: Preserve the distinctive urban character, physical environment, and cultural heritage of Chinatown.

Policy 1.1: Maintain the low-rise scale of Chinatown's buildings.

Policy 1.2: Promote a building form that harmonizes with the scale of existing buildings and width of Chinatown's streets.

Policy 1.3: Retain Chinatown's sunny, wind-free environment.

Policy 1.4: Protect the historic and aesthetic resources of Chinatown.

Objective 3: Stabilize and where possible increase the supply of housing.

Policy 3.1: Conserve existing housing.

Policy 3.2: Increase the supply of housing.

A conflict between a proposed project and a *General Plan* policy does not, in itself, indicate a significant effect on the environment within the context of CEQA. As indicated above, any physical environmental impacts that could result from such conflicts are analyzed in this EIR. The Planning Commission, as part of its project review, will consider other potential inconsistencies with the *General Plan*, independent of the environmental review process. Any potential conflict not identified in this environmental review document would be considered in that context and would not substantially alter the physical environmental effects of the proposed project that are analyzed in this EIR.

In 1993, the San Francisco Board of Supervisors established the Commission on San Francisco's Environment, charged with, among other things, drafting and implementing a plan for San Francisco's long-term environmental sustainability. The notion of sustainability is based on the United Nations definition that "a sustainable society meets the needs of the present without sacrificing the ability of future generations and non-human forms of life to meet their own needs." The *Sustainability Plan for the*

City of San Francisco (the *Sustainability Plan*) was a result of community collaboration with the intent of establishing sustainable development as a fundamental goal of municipal public policy (Department of the Environment, 1997).

The *Sustainability Plan* is divided into 15 topic areas, 10 that address specific environmental issues (air quality; biodiversity; energy, climate change and ozone depletion; food and agriculture; hazardous materials; human health; parks, open spaces, and streetscapes; solid waste; transportation; and water and wastewater), and five that are broader in scope and cover many issues (economy and economic development, environmental justice, municipal expenditures, public information and education, and risk management). Additionally, the *Sustainability Plan* contains indicators designed to create a base of objective information on local conditions and to illustrate trends toward or away from sustainability. Although the *Sustainability Plan* became official City policy in July 1997, the Board of Supervisors has not committed the City to perform all of the actions addressed in the plan. The *Sustainability Plan* serves as a blueprint, with many of its individual proposals requiring further development and public comment. The proposed project would not obviously or substantially conflict with the *Sustainability Plan*.

Environmental plans and policies, such as the *Bay Area Air Quality Plan*, address physical environmental issues and/or contain targets or standards that the City must meet to preserve or improve the physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

San Francisco Planning & Administrative Code

The *San Francisco Planning Code (Planning Code)*, which incorporates the City's Zoning Maps, implements the *General Plan* and governs permitted uses, densities, and configuration of buildings within the City. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless the proposed project conforms to the *Planning Code*, or an exception is granted pursuant to provisions of the *Planning Code*. The project site is within a Chinatown Residential Neighborhood Commercial (CR/NC) zoning district and a 65-A height and bulk district. An institutional use, such as the Chinatown YMCA, is a principally permitted use in a CR/NC District. The site has been used since 1926 by the YMCA as a health and fitness facility; a community center providing recreation, social activities, social services, and counseling to members of the community; and as a residential and tourist hotel.

At a proposed height of 39-feet 9-inches, the proposed addition would comply with the allowable height limits. The proposed project would, however require Conditional Use authorization from the Planning Commission for allowable exceptions to the *Planning Code* pursuant to Section 303 as follows: (1) a proposed height above 35 feet in a CR/NC District (Sections 812.10 and 254); (2) for new construction on a site larger than 5,000 sq.ft. (Sections 812.11 and 121.3); (3) from the street frontage limitation of 50 feet (Sections 812.14 and 145.3); and (4) for an outdoor activity area located in an area other than at the front of the lot (Section 812.12). Consistent with Section 124.1(b) of the *Planning Code*, Planning staff determined that an expansion of the Chinatown YMCA, as an institutional, not a commercial use would not be subject to the use-size limit of Sections 121.4 and 812.20.[11] The proposed project, if approved with these allowable exceptions, would conform to the *Planning Code.*

Planning Code Section 812.21 requires one sq.ft. of open space for every 50 sq.ft. of building over 10,000 sq.ft. of uses other than residential in Chinatown mixed use districts (also *Planning Code* Section 135.1). Based on the 40,844 sq.ft. of total institutional building area, the Planning Code would require 817 sq.ft. of open space.[12] The project proposes about 1,300 sq.ft. of open area on top of the first floor roof, and this would meet the requirement. In addition, *Planning Code* Section 812.93 requires 48 sq.ft. per residential unit (also *Planning Code* Section 135 [table 3] and 136) of private or common open space in the CR/NC, which includes residential hotel units. The proposed four new residential hotel units would require approximately 192 sq.ft. of common or private open space, and the project proposes to meet it with approximately 200 sq.ft. off the third floor exit stair.

There is no parking provided with the existing YMCA building and no additional parking is included with the proposed expansion. Pursuant to Section 161(c), no additional parking would be required for the proposed residential hotel rooms, which are classified as group housing.

The YMCA building has a National Register and California Historical Resource Status Code of "3D" (meaning it appears eligible as a contributor to a fully documented historic district), and was included in the San Francisco Architectural Heritage survey, which rated the building "A," or a building of "highest importance." As an advisory body to the Planning Commission, the Landmarks Preservation Advisory

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[11] Michael Li, San Francisco Planning Department, Memorandum to Alice Barkley, Project Attorney, November 13, 2001. This document is part of project file 1999.0536E and available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, San Francisco.

[12] See Table 1. The calculation was made on the total institutional area because the new east wing would take away the existing open courtyard.

Board (LPAB) would review the Draft EIR for the proposed project, and make recommendations regarding the potential effects on an historical architectural and cultural resource. The Planning Commission would consider, as part of the review of the proposed project, the LPAB recommendations.

Chapter 37 of the *San Francisco Administrative Code* (The Residential Rate Stabilization and Arbitration Ordinance) requires notification of proposed demolition or conversion of existing residential units, their replacement, and tenant relocation assistance. The project sponsor would comply with this ordinance. Under Chapter 37.9(a)(11) of the *Administrative Code*, when a landlord seeks to temporarily remove housing units to carry out capital improvements and has obtained all the necessary permits before the eviction notice is given, the tenant can vacate the unit but will have the right to reoccupy when the work is completed. The San Francisco Rent Stabilization and Arbitration Ordinance as defined in Chapter 37.9(a)(11) and Chapter 37.9C(e)(1) and (2) of the *Administrative Code* states that each eligible tenant shall receive $4,500, which shall be adjusted annually by increases in the Consumer Price Index (CPI); the current estimate for the adjusted relocation expense is $4,568. In addition, for tenants who are 60 years or older or who are disabled shall receive an additional payment of $3,000, which is also adjusted annually by increases in the CPI; the current estimate is $3,046. As discussed in the Initial Study (see Appendix A, page 28), the YMCA has informed the seven current residents that if the proposed project were approved and building permits issued, they would be required to find new housing; either temporarily during construction or permanently if they do not wish to return upon project completion. The Chinatown YMCA will comply with the Residential Rent Stabilization and Arbitration Ordinance and will pay to each eligible tenant the relocation expense and will assist each tenant in identifying available residential units.[13]

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the *Planning Code* to establish eight Priority Policies. These policies are: (1) preservation and enhancement of neighborhood-serving retail uses; (2) protection of neighborhood character; (3) preservation and enhancement of affordable housing; (4) discouragement of commuter automobiles; (5) protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; (6) maximization of

[13] Wayne Hu, member of Chinatown YMCA Committee, memo to Stu During, August 27, 2007. This document is on file for review by appointment at the Planning Department, 1650 Mission Street, Suite 400, San Francisco, as part of Case No. 1999.536E.

earthquake preparedness; (7) landmark and historic building preservation; and (8) protection of open space.

The City is required to find that the proposed project or legislation is consistent with the Priority Policies before issuing a permit for any project that requires an Initial Study under CEQA, and prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking any action that requires a finding of consistency with the *General Plan*. Some Priority Policies that guide land use decision-making pertain to physical environmental issues. The consistency of the proposed project with the environmental topics associated with the Priority Policies is discussed in Section B: Evaluation of Environmental Effects of the Initial Study (see Appendix A) and Chapter III: Environmental Setting and Impacts of this Draft EIR. The case report and approval motions for the proposed project will contain the Department's comprehensive project analysis and findings regarding consistency of the proposed project with the Priority Policies.

IMPACTS

Significance Criteria

A project would have a significant land use effect on the environment if it were to:

- Physically divide an established community.
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to, the *General Plan*, specific plans, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.
- Have a substantial adverse impact on the existing character of the vicinity.

The Initial Study's assessment of the proposed project and these land use evaluation criteria found that the proposed renovation and additions to the existing Chinatown YMCA building would be less-than-significant land use impacts (see Appendix A). Therefore, this discussion of land use is included for informational purposes only. The proposed project would be built within the existing lot and not physically divide an established community. The expansion of existing recreational and residential use buildings on the site would be no taller than the existing building, and would not substantially adversely alter the vicinity's mixed commercial-residential land use character.

Impact Analysis

As discussed in the Project Description, the proposed project would increase the size of the existing approximately 25,950-sq.ft. YMCA building at this site, adding about 19,350 sq.ft. of a new east wing in the existing open eastern courtyard and approximately 3,500 sq.ft. in a rear addition. The additional space would be used to create a new integrated facility with expanded recreational and community serving programs. The 21 residential hotel rooms and 10 tourist hotel rooms on the third floor of the existing YMCA building would be renovated and reconfigured into 25 residential hotel rooms, four new handicapped bath/shower rooms that meet current Building Code requirements, and a new common kitchen.

The change in appearance of the YMCA building would be primarily on the east side of the property where the new addition would fill in the existing courtyard. The proposed new additions would also modify, to a lesser extent, the south (rear) façade.

Land uses in the vicinity of the project site are mixed, primarily moderate to high-density residential and commercial, including office, retail, restaurant and bar, church, hotel, and parking. There are many buildings of different types, sizes, and ages. Heights vary from two to seven stories (mostly four to six stories) on the project block, and up to 21-stories in the project vicinity.

The institutional recreational, community services, and residential uses of the existing YMCA are permitted uses within the mixed use CR/NC zoning district. The proposed project would expand its existing recreational and community services uses and reduce existing residential rooms. The nature and intensity of land uses with the proposed project would be consistent with the varied size, structures, predominance of two to seven-story buildings, and mixed residential-commercial-institutional land use character of the area, as discussed above.

The scale and massing of the building addition would be consistent with the existing three-story (over basement) YMCA building and adjacent buildings, such as other four- to six-story multi-unit residential and commercial buildings on the block and in the surrounding area. These buildings contain a mixture of residential and commercial development characteristic of the Chinatown neighborhood commercial district. The proposed uses would expand existing and permitted recreational, community services, and residential uses on the project site; but would not conflict with surrounding uses in the area or substantially or adversely change the character of surrounding land uses. The proposed project's

intensification of existing land uses on the project site would, therefore, not be considered a significant impact.

The proposed renovation and expansion of the existing mixed-use facility (community, physical fitness, and residential) would change the appearance of the project site, but would not introduce new or incompatible land uses to the area. The proposed project would not physically divide an established community, conflict with adopted land use plans, or substantially and adversely alter the land use character of the vicinity. As indicated in the analysis contained in the Initial Study (Appendix A), the proposed project's land use impacts would be less than significant under CEQA. This topic was included for informational purposes in this EIR.

B. AESTHETICS

The Initial Study (see Appendix A) concluded that the proposed project would have less-than-significant aesthetic effects because it would not substantially degrade or obstruct a scenic vista observed from a public area, adversely affect a scenic resource, degrade the existing visual character of the site or vicinity, or generate obtrusive light and glare. For informational purposes, this EIR summarizes the discussion of the proposed project's design, appearance, and aesthetic effect in relation to the scale of surrounding development.

SETTING

The Nob Hill neighborhood rises to the south of the project site. To the west, north and east of the project area is the Chinatown neighborhood, a densely developed urban area, with a variety of low-rise structures. Building forms are generally rectangular and built to the lot lines. Many red brick structures in the area incorporate traditional Chinese styling or exterior detail. Multi-family residential apartment and office buildings are interspersed with mixed-use buildings typically with ground-floor retail and residential, office, or institutional uses on the upper floors (Figures 10 and 11, pages 58 and 59). The Chinese Playground, a multi-level outdoor recreation area directly across Sacramento Street to the north of the YMCA, opens mid-block in front of the YMCA between two small streets, Pagoda Place and Waverly Street (Figure 12, page 60).

Perched mid-slope, most of the project site is occupied by a three-story over partially below-grade basement, 45-foot-tall, Chinatown YMCA building. A paved open recreational courtyard occupies the eastern portion of the project site. Due to the site's slope, the ground floor is fully above grade along the eastern edge of the building and fully below grade at the western edge. The first floor building entrance is located at the center of the Sacramento Street façade .

Existing YMCA Building Design[14]

The existing building is designed in the Renaissance Revival architectural style with sinicized (Chinese-styled) overlay design features. Three horizontal layers (stories) express the building's horizontal mass.

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[14] Patrick McGrew, Architect, *The Chinatown YMCA Historic Structure Report*, op.cit.

View of Chinatown YMCA Looking Southwest Figure 10

Source: Square One Productions

6 1347

View from Sacramento Street Looking East Figure 11

Source: Square One Productions

Source: Square One Productions
6.1307

View of Chinatown Playground and YMCA Looking South Figure 12

The rusticated ground floor forms the first layer and base of the structure.[15] Floors two through four form the mostly undecorated mid-section of the building. The elaborately decorated cornice forms the top layer of the composition, expressed as a single unit with sinicized brackets, tiles, and tile roofing.

Single-wide windows define seven equal vertical bays on the Sacramento Street façade. At street level, a series of tall round-topped windows extend above the rusticated, partially-below-grade basement level. The L-shaped structure of the building orients the short leg façade along Sacramento Street and the long leg as a formalist façade perpendicular to the street facing east.

Besides the cornice, the Sacramento Street façade is relatively plain. The east-facing historical entrance, however, is elaborately decorated (Figure 13, page 62), an enframed composition featuring Renaissance forms, overlaid with Chinese motifs. The end bays of the east façade are subtly articulated with the placement of the copper rainwater leaders. The central section features elaborate terra cotta banding and ceremonial balconies centered on the façade of the top two floors and supported by stylized Chinese brackets (Figure 14, page 63). Hooded, carved wooden doors located on both sides of the central bay that is also interspersed with carved wooden columns, emphasizes the importance and distinction of the original entry (Figure 15, page 64). Other architectural features of the east façade include the elaborately decorated roof cornice, a rusticated porch in front of the central bay and wooden doors, and the porch stairway (whose original terra cotta balustrades have been replaced with a utilitarian metal railing). Other features along the east side of the property include the red-tile-roofed entrance gate on Sacramento Street and an ornate fence extending east from the gate to enclose the lot and eastern courtyard (Figure 16, page 65).

The Sabin Place façade at the rear of the YMCA building includes the undecorated second and third story walls, the utilitarian fire escape, a chimney, and about ten feet of the east wall's elaborately decorated cornice stretching from the east corner of the cornice (Figure 17, page 66). The building's western façade is not visible due to adjacent development. A new stairwell and residential entry would partially obscure some of the views from the rear of the building.

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[15] "Rusticated," as an architectural adjective, means a bold rough-surfaced textured masonry block, often with beveled edges to form deep-set joints while leaving the central face rough-hewn or carved with various pointed or channeled patterns.

Source: Square One Productions

View of Chinatown YMCA East Facade and Courtyard Figure 13

View of Chinatown YMCA East Stairway Figure 14

Source: Square One Productions
61307

View of Chinatown YMCA Porch, Columns and Entry Figure 15

Source: Square One Productions
6/13/07

View of Chinatown YMCA Front Fence and Entrance Gate Figure 16

Source: Square One Productions

6136

View of The Chinatown YMCA from Sabin Place Looking North Figure 17

Source: Square One Productions
6/1997

VIEWS OF THE PROJECT SITE

Views from the Chinese Playground looking south are primarily of the Sacramento Street building façade, the ornamental gate, and the decorative fence in front of the open courtyard on the east portion of the project site (Figure 12, page 60). The eastern façade and related central bay elements are not visible from any location on the playground.

From points along Sacramento Street (Figures 10 and 11), the building's north façade, existing entrance, the ornate gate and fence, and portions of the ornate elements on the east façade are visible over a limited range of near-by vantage points east and west of the project site. Views of the decorated east wall are visible between the western and eastern sides of Waverly Place (the street width).

The rear wall of the YMCA building's second and third floors and roof are visible from California Street at Sabin Place and the adjacent vehicle surface parking lot.

View corridors are defined by physical elements such as buildings and structures that direct lines of sight and control view directions available to the public. Scenic views and vistas are limited in the project vicinity due to surrounding urban development and intervening buildings. Buildings on both sides of Sacramento Street, including downtown high-rise development to the east, define the street view corridor. A narrow and distant view of San Francisco Bay and the Bay Bridge is visible to the east of the project site along Sacramento Street (Figure 11). The view west along Sacramento Street consists of the top of Nob Hill and tall apartment buildings flanking the street.

An exterior light illuminates the Sacramento Street entry and it is similar to that of commercial uses in the vicinity. Commercial storefronts, signs, and streetlights all contribute to nighttime light conditions in the area.

IMPACTS

Significance Criteria

A project would have a significant aesthetic effect if it would have any of the following impacts:

- Substantially and adversely degrade a scenic vista.
- Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and other features of the built or natural environment which contribute to a scenic public setting.
- Substantially degrade the existing visual character or quality of the site and its surroundings.

- Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area or which would substantially impact other people or properties.

Impact Analysis

As discussed in Chapter II: Project Description, the proposed project would renovate and reconfigure the existing building, construct a new three-story east wing addition in the existing eastern courtyard, and construct a small four-story addition at the rear of the existing building for residential stairway and elevator access to all floors. Both additions would be within the allowable 65-foot height limit. The roofline of the proposed abutting 39-foot 9-inch-tall east wing building would be approximately five feet lower than the existing YMCA building's cornice and approximately the same height as the adjacent four-story building to the east (Figure 18, page 69). There would be an approximate 40-foot setback of portions of the first and second floors of the project addition, to form a recreational courtyard on the first floor that would be enclosed by a ten-foot-high wire-mesh fence.

The existing Sacramento Street entry will remain operational in a secondary capacity and the proposed project would not change the existing building's Sacramento Street façade.

The Sabin Place rear addition would be as tall as the existing cornice, would have a flat roof, and would wrap around the existing building in an "L" shape along the existing southern and western walls. The addition would obscure the approximate ten feet of ornate cornice on the southeastern corner of the southern wall.

Although the proposed modern design east wing building would replace an open courtyard adjacent to an historical building and block from view some of the historic design features, it would not be a substantial adverse visual degradation of the existing visual character or quality of the project site. It would not be inconsistent with the mixed-use, varied visual character of surrounding development. The Sabin Place rear addition would not substantially change the view of the YMCA building's south walls. The proposed project's effects on these historical design features are analyzed in Section III.C: Historical Architectural Resources, page 73. The proposed project would be in-fill development that is located in a densely developed urban area within surrounding buildings of comparable or larger height and bulk. The proposed project would not appear out of scale with existing surrounding buildings.

Photomontage of Chinatown YMCA Proposed Project Figure 18

Source: Square One Productions

The proposed project's final architectural design and articulation would undergo evaluation by the Planning Department and Planning Commission as part of the Conditional Use authorization review, a process separate from the environmental review. If approved, the proposed project's final design would be determined at that time. Design and aesthetics are by definition subjective and open to interpretation by decision-makers and members of the public. A proposed project would have a significant adverse effect on aesthetics under CEQA only if it would cause a substantial and demonstrable negative change. The proposed project would not have such a change, and therefore, its aesthetic impact would be less than significant.

Views

As indicated above, the proposed project would change some views of the project site from nearby locations. The existing building, while an historic architectural resource, is not considered a scenic resource of the built environment, such as Coit Tower or the Golden Gate Bridge. The east wing addition would replace the existing courtyard, abut the existing eastern façade, and remove the front ornamental fence. Existing views from Sabin Place would not substantially change since the YMCA courtyard is generally not visible from the south, and the proposed rear addition would not substantially alter the rear façade.

Views of the YMCA from the Chinese Playground would not significantly change. The proposed east building addition would be partially visible, however a majority of the existing view from the playground is of the existing Sacramento Street façade, which would not change under the proposed project. The east wall of the existing YMCA building and design features cannot be seen from the Chinese Playground. The proposed project would not block any scenic views from the playground since taller development south of the project site blocks views beyond the project site. From the playground, the proposed project would eliminate views of the open courtyard, the western walls of the adjacent building to the east, and the lower floors of the seven-story office building abutting the project site to the south.

Public views of the project site from adjacent sidewalks and streets would change, primarily along Sacramento Street, such as views of the east wing addition and the eastern façade.

The project site and existing development is not visible from other public open space areas in the vicinity, such as Portsmouth Square, approximately two blocks northeast and St. Mary's Square, approximately one block southeast due to intervening topography and buildings. Similarly, located outside of the project

vicinity and not visible from the project site, views of or from, other public open spaces such as Huntington Park, the Chinese Recreation Center, and the Who He Yuen Recreation Center would not be affected by the proposed project. Therefore, the proposed project would not block or substantially affect public views of, or from, public open space areas. The proposed project would be consistent with surrounding building placements that define the Sacramento Street view corridor. Westward and eastward views along Sacramento Street would not be blocked or diminished.

The Sabin Place rear addition would change views of the southern rear walls of the existing YMCA building from California Street looking north along Sabin Place and the adjacent surface parking lot. The rear addition would extend the southern wall about eight feet further south toward the property line. The addition would not block scenic public views from any vantage point.

Private Views

The project site is also visible from private views from three buildings across Sacramento Street, from side-wall windows of the adjacent four-story apartment building to the east, from rear windows of the seven-story office building to the south, and from the side windows on the upper floors of the adjacent six-story apartment building to the west. Changes from the Sabin Place addition would be visible to some private views in the seven-story office building at the project site's southern lot line.

The reduced private views for some nearby residents would be considered an unavoidable consequence of the proposed project and may be considered an undesirable change for those individuals whose views would be blocked by the proposed building. Neither of the proposed building additions would change or block private scenic vistas. Given the dense urban setting of the proposed project and the limited extent of the reduction in private views, the proposed project's impact on views would not rise to the level of a potentially significant environmental impact. For the reasons stated above, the proposed project would not have a significant effect on scenic resources.

The proposed east wing building and the Sabin Place rear addition would introduce more outdoor lighting to the project site. Additional lighting related to the proposed YMCA addition would be typical of other recreational and residential uses in the project vicinity. The proposed project would comply with Planning Commission Resolution 9212, which prohibits the use of mirrored or reflective glass. Exterior lighting would be consistent with similar lighting on surrounding land uses and exterior fixtures would be directed downward to minimize visible light on and off the project site. For these reasons, the

proposed project would not generate obtrusive light or glare that would substantially affect other properties.

As discussed above, the proposed project would not have a substantial demonstrable negative effect on a scenic vista, degrade the site's or surrounding area's visual character or views, or create a new source of obtrusive light and glare. The proposed project would, therefore, have a less-than-significant aesthetic impact. Similarly, the proposed project would not be considered to have a significant cumulative effect on aesthetics.

C. HISTORICAL ARCHITECTURAL RESOURCES

The Initial Study (see Appendix A) found that the Chinatown YMCA at 855 Sacramento Street is an historical resource and determined that further evaluation in the EIR would be necessary. This section, therefore, evaluates the potential impacts on historical architectural resources that could result from the proposed project. Information on the history, architecture, and significance of the existing building on the project site, constructed in 1926, is from evaluations conducted by the San Francisco Planning Department's Preservation Specialist Staff and the architectural historians McGrew/Architecture.[16;17]

SETTING

The Chinatown Neighborhood

The project site is located in the northeast portion of San Francisco within the Chinatown neighborhood, on the eastern slope of Nob Hill. Chinatown is known as one of San Francisco's most historic and distinct neighborhoods and was established in an approximate twelve-block area dating back to the 1850s. Destroyed during the 1906 Earthquake and Fire, Chinatown was re-built upon its pre-1906 foundations, and today's Chinatown is a unique, culturally distinct, and dense urban neighborhood with Chinese-style buildings and narrow, busy streets. The district itself is an historical resource to which the proposed project would be considered a contributor.

Chinatown covers about 30 blocks that were laid out in the first official mapping of the city and has stood in this same location for over 100 years.[18] Anti-Chinese sentiment played a role in the initial physical development of a dense Chinatown. It is one to three blocks in width and about ten blocks in length. Grant Avenue is the oldest street in the City and one of the main streets in Chinatown. The original activities in the area, especially around Portsmouth Square were maritime, handling the imported goods and supplying food, drink and entertainment to travelers. The earliest center of Chinese business in San

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16 Adam Light, Planning Department Preservation Staff, 855 Sacramento Street Historic Resource Evaluation Response, November 18, 2005. This document is part of project file 1999.536E and available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, San Francisco.

17 Patrick McGrew, McGrew / Architecture, *The Chinatown YMCA Historic Resource Evaluation Report* (HRER), January 2006 revision. This document is part of project file 1999.536E and available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, San Francisco.

18 Excerpted from the *San Francisco General Plan, Chinatown Area Plan.*

Francisco was along Sacramento Street (1853-63). During the rebuilding of Chinatown following the 1906 earthquake and fire, the use of lively red, green and yellow colors, balconies with Chinese motifs, roof details, pagoda style towers at the Grant and California intersection and other locations were used to attract shoppers to Chinese art goods bazaars and restaurants. The plan of local merchants was to create "veritable fairy palaces filled with choicest treasures of the Orient."[19] The result was the preservation and cultivation of a decorative style, part of its cultural identity for the Chinatown neighborhood visible in its urban form.

History of the YMCA and the Chinatown YMCA Building [20]

The Young Men's Christian Association (YMCA) was founded in London, England, on June 6, 1844, in response to unhealthy social conditions arising in big cities at the end of the Industrial Revolution. The first YMCA in the United States started in Boston in 1851. Other YMCAs opened soon throughout the country, began by serving boys and men, and started serving women and girls after World War II. It was not until the 1880s that YMCAs shifted to full-time staffing and began constructing buildings in large numbers that included gyms and swimming pools, big auditoriums and bowling alleys, and hotel-like rooms with bathrooms down the hall, called dormitories or residences.

As the earliest of the YMCAs to focus on an ethnic group (in this case, Asian-Americans), the Chinatown YMCA in San Francisco occupies a unique position in the historic trends of cultural awareness and assimilation that define not only the YMCA as an organization, but the growth patterns of the nation as a whole. The Chinatown YMCA, established in 1875, was the first in the United States to focus services to Asian-Americanss, who, at the time, were subjected to racism, as evidenced by the Chinese Exclusion Act of 1882. By 1917, the Chinatown YMCA branch had grown to 500 members. They began raising funds for construction of their own building, eventually purchased the Sacramento Street site, and chose as an architect, Frederick Meyer, who designed three San Francisco YMCAs (including Chinatown). The Chinatown YMCA facility was dedicated on Chinese New Year, February 16, 1926.

Building Design

The Chinatown YMCA building, with its site a quarter of a city block wide, is one of the largest and most commanding sinicized *palazzo*-form buildings in Chinatown. The design of the YMCA building is

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[19] *San Francisco General Plan, Chinatown Area Plan.*

[20] Patrick McGrew, pages 6-7.

representative of the Beaux-Arts-inspired American Renaissance revival style of the *palazzo* form of classical design principles. The Italian *palazzo* became one of the primary three-dimensional expressions in building form of the classical tripartite philosophy: (1) its rusticated base, (2) a simplified mid-section representing the shaft, and (3) an elaborate top element and cornice representing the capital.[21] (See the discussion in the previous section on Aesthetics, and "Evaluation of the Chinatown YMCA Building" and "National Register Criteria," below for further description.)

One of the hallmarks of Frederick Meyer's work is the use of formal entrances to his buildings, and the east-facing, elaborately decorated façade was the formal entrance to the YMCA building. It includes a pair of carved wooden doors beneath a hooded entry for emphasis. Above the entry are ceremonial balconies centered on the façade and supported by stylish Chinese brackets. The original entrance along the building's east façade was approached through the elaborate red-tile-roofed entrance gate on Sacramento Street. This led up stairs to a porch in front of the two carved wooden doors and elaborately decorated central bay of the east wall. The two entrances (one for men, the other for boys) led to the building's formal public rooms. The front gate is still functional and provides access to the courtyard, but its original wrought iron design has been replaced. Also gone from the main stairs is its elaborate terra cotta balustrade (based upon the design of the Temple of Heaven in Peking, according to the architect).[22] The interior still shows the exposed structural frame that has been stenciled in Chinese designs, but all other evidence of the once-formal, elaborately designed interiors has vanished under subsequent remodels.

Although the YMCA building is largely unchanged, in 1997 the main entrance was relocated from the east wall to the Sacramento Street façade to be ADA-accessible. While necessary, this upgrade detracted from the building's original formality and broke up the existing floor plan.

The southern rear wall of the YMCA building, visible from Sabin Place, does not have the elaborate design of the east wall's entry, or any character-defining historical architectural features.

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[21] McGrew, op. cit.

[22] A balustrade is an upright often vase-shaped support for a rail.

The Architect [23]

Frederick Meyer worked in San Francisco around the turn of the century, and in a career that spanned six decades, he designed a variety of building types and adapted to changing architectural tastes. Born in San Francisco on June 26, 1876, he attended public schools and learned the profession as an apprentice in local firms. In 1902, Meyer formed a partnership with Smith O'Brien and produced some of the most notable structures in turn-of-the-century San Francisco identified below. During his career, Meyer evolved a consistent design vocabulary that reflected the influences of the contemporary City Beautiful Movement as well as the Chicago School. In addition to office buildings, Meyer's repertoire included hotels, industrial buildings, community halls, apartment houses, breweries, private residences, power substations for PG&E, an entire shipyard and one of the nation's first multi-level parking garages. In 1912, he was appointed to the Civic Center Commission and helped to implement the City Plan of Bernard Cahill and Daniel Burnham including development of what would become the Beaux-Arts City Hall. In 1934, he was appointed San Francisco's Chairman of the Executive Committee of the Better Housing Program. In 1942 he became the Administrator of Defense Transportation for San Francisco. After the Second World War, Frederick Meyer teamed up with Albert Evers and designed several office buildings in what has come to be known as the "Corporate Modernism" style.

The San Francisco Landmarks Preservation Advisory Board has acknowledged the importance of Meyer's work through the designation of several of his buildings as city landmarks. These include the Cadillac Hotel at 380 Eddy Street (1909), PG&E Station J at 569 Commercial Street (1914), and the Deutsches Haus at 601-625 Polk Street (1913). A contributing structure within both the local and National Register Civic Center Historic Districts, the Civic (Bill Graham) Auditorium, was designed by Meyer, in collaboration with John Galen Howard and John Reid, Jr. The Union Iron Works Administration Building (Illinois and Twentieth Streets) and the Columbus Savings Bank (700 Montgomery Street), which is a contributing structure in the Jackson Square Historic District, have both been nominated as city landmarks.

Policy and Regulatory Framework

CEQA Section 21084.1 states "a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment." Evaluation of the potential for proposed projects to impact "historical resources" is a two-step process; the first step is to

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[23] Patrick McGrew, op cit.

determine whether the property is a "historical resource" as defined in Section 15064.5(a)(3) of the state CEQA Guidelines, and, if it is a "historical resource," the second step is to evaluate whether the action or project proposed by the sponsor would cause a "substantial adverse change" to the "historical resource."[24] As discussed in detail below, the Planning Department considers historical resources to be those properties listed in or determined eligible for the California Register (including National Register-listed or eligible properties); resources listed in Planning Code Articles 10 and 11; and resources listed as National or California Register-eligible in specific local surveys (such as Dogpatch Survey and North Beach Survey) adopted by the Board of Supervisors or Planning Commission. Other potential historic resources generally require further review prior to their status being confirmed. This further research, in some cases, will result in a property not previously identified as an historical resource being determined to be such an historical resource for CEQA purposes. As stated in Section 15064.5(a)(4) of the state CEQA Guidelines, "The fact that a resource is not listed in, or determined to be eligible for listing in the California Register of Historical Resources, not included in a local register of historical resources ... or identified in an historical resources survey ... does not preclude a lead agency from determining that the resource may be an historical resource ..."

In order to make the determination that a property may be an historical resource, the San Francisco Planning Department has organized some twenty-seven ratings systems into three major categories (Categories A, B, and C) that classify properties based on their evaluation and inclusion in specified registers or surveys. Category A is further divided into two subcategories.

> *Category A.1 – Resources Listed on or Formally Determined to be Eligible for the California Register of Historical Resources.*[25] These properties are historical resources.
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> *Category A.2 – Adopted Local Registers, and Properties That Have Been Determined to Appear or May Become Eligible for the California Register.* These resources are presumed to be historical resources for purposes of CEQA, unless a preponderance of the evidence demonstrates that the resource is not historically or culturally significant.
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> *Category B – Properties Requiring Further Consultation and Review.* Properties that do not meet the criteria for listing Categories A.1 or A.2, but for which the City has information indicating that further consultation and review will be required to evaluate whether a property is an historical resource for the purposes of CEQA.

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[24] San Francisco Planning Department, Preservation Bulletin No. 16, "CEQA Review Procedures for Historic Resources." October 2004.

[25] The California Register of Historical Resources is a list of significant architectural and historical resources in California. In general, the California Register Criteria are less strict than those for the National Register and include criteria for resources significant within California. Resources that are formally listed in or determined to be eligible for the National Register are automatically listed in the California Register.

Category C – Properties Determined Not To Be Historical Resources or Properties For Which The City Has No Information Indicating that the Property is an Historical Resource. Properties that have been affirmatively determined not to be historical resources, properties less than 50 years of age, and properties for which the City has no information indicating that the property qualifies as an historical resource.

NATIONAL REGISTER OF HISTORIC PLACES/CALIFORNIA REGISTER OF HISTORICAL RESOURCES

The National Register of Historic Places (National Register) is the official U.S. government list of properties that have architectural, historical, or cultural significance at the national, state, or local level. The California Register of Historical Resources (California Register) is an inventory of significant architectural, archeological, and historical resources in the State of California. State Historical Landmarks and National Register-eligible properties are automatically listed on the California Register.

Properties listed or under review by the State of California Office of Historic Preservation (OHP) are assigned a California Historical Resource Status Code of "1" to "7" in order to establish their historical significance in relation to the National or California Register. Properties with a "1" or "2" listing are eligible for the National Register or California Register, and properties with a "3" or "4" listing appear to be eligible, but require additional research to support the rating. Properties with a "5" rating are typically of local or of contextual importance; "6" is not eligible for listing (specifically for the National Register, some of these properties may be eligible for the California Register); and "7" listing are properties that have not been evaluated or require re-evaluation. Properties rated "1" – "5" are considered to be historic resources for the purposes of CEQA.

The Chinatown YMCA has been surveyed for historical significance four times, with each survey indicating that the building appeared eligible for listing on the National Register both singly and as part of a potential district. The building was evaluated to have a National Register rating of "3D", which means that it appeared eligible as a contributor to a documented, but not adopted, historic district (Chinatown Historic District). Although the case is still open, the proposed District has not been adopted. The Planning Commission deferred action after the Landmarks Preservation Advisory Board nominated it in 1985. Resources eligible for listing in the California Register of Historical Resources include buildings, structures, objects, or historic districts that retain historic integrity and are historically significant at the local, state, or national level under one or more of the following criteria:

Criterion A (Event): It is associated with events or patterns of events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States; or

Criterion B (Person): It is associated with the lives of persons important to local, California, or national history; or

Criterion C (Architecture): It embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of a master, or possesses high artistic values; or

Criterion D (Informational Potential): It has yielded, or has the potential to yield, information important to the prehistory or history of the local area, state, or the nation.

In addition to having significance, resources must have "integrity" for the period of significance. Integrity is the authenticity of an historical resource's physical identity as evidenced by survival of characteristics or historic fabric that existed during the resource's period of significance. Simply put, resources must retain enough of their historic character or appearance to be recognizable as historical resources and to convey the reasons for their significance. A specific discussion of the existing building and National Register criteria and integrity is contained below.

Local Registers of Historical Resources

The Planning Department considers a listing of historical resources approved by ordinance or resolution of the Board of Supervisors or the Planning Commission to be a local register of historical resources for purposes of CEQA evaluation. *Planning Code Articles 10 and 11* address the preservation of historical, architectural, and aesthetic landmarks, citywide. Designation of a property as a city landmark (or multiple properties as an historic district) requires approval by the Board of Supervisors of a designation ordinance. Article 10 covers designated City Landmarks and buildings within Historic Districts. Article 10 is considered an adopted local register of historical resources under CEQA, and lists 253 landmark sites and eleven historic districts throughout the City. Article 11 rates buildings in downtown San Francisco for their architectural significance. The existing YMCA building is not listed as an Article 10 or 11 building. As further discussed below, the building is part of a surveyed but not adopted Chinatown Historic District.

Here Today was one of the first major surveys of historical architectural resources in San Francisco, and is considered by the Planning Department as an adopted local register of historical resources under CEQA because the Board of Supervisors adopted the findings of this survey. *Here Today* is a publication resulting from a five-year-long survey of historic buildings in San Francisco, San Mateo, and Marin counties

conducted by the Junior League of San Francisco starting in 1968. The project site is not included in "Here Today."

OTHER SURVEYS OF HISTORICAL RESOURCES

A number of surveys of historic resources have been completed in San Francisco by numerous organizations for a variety of reasons and often using different methodologies. A building not being included in one of these surveys does not mean that the building is not an historical resource. These surveys are routinely consulted as part of the Planning Department's historical resource evaluation.

San Francisco Architectural Heritage Surveys have been commissioned by the San Francisco Architectural Heritage (Heritage), the City's oldest non-profit organization dedicated to increasing awareness and preservation of San Francisco's unique architectural heritage. To date, Heritage has conducted a comprehensive survey, research, and evaluation of the City's Downtown area, the Van Ness Corridor, South of Market, North of Market, Civic Center, Chinatown, and the Northeast Waterfront areas. The findings of the Downtown survey served as the genesis of the book *Splendid Survivors,* which lead to the creation of the City's Downtown Plan and Article 11 of the *Planning Code.*[26] While conducting the Downtown survey, Heritage developed a rating system for its surveys, utilizing an alphabetical rating system of "A" through "D", with buildings of highest importance rated "A" and buildings of minor or no importance rated "D". The Heritage surveys provide informational materials but do not qualify as adopted local registers for the purposes of CEQA. Buildings rated in these surveys require additional review to determine whether they qualify as "historical resources." As further discussed below, the existing YMCA building received an "A" rating, or building of highest importance in the Chinatown Survey.

The *1990 Unreinforced Masonry Building Survey* is an architectural and historical survey of unreinforced masonry buildings (UMBs) in San Francisco built between 1850 and 1940, which was completed in 1990 by the Landmarks Preservation Advisory Board (LPAB). This survey and resulting report examined prior surveys and compiled a list of more than 2,000 privately owned UMBs. Listing in the UMB survey does not, in itself, indicate any historical importance. The YMCA is listed on the UMB survey.

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[26] Corbett, Michael R. et al. *Splendid Survivors: San Francisco's Downtown Architectural Heritage,* prepared for the Foundation for San Francisco's Architectural Heritage, San Francisco: California Living Books, 1979.

The San Francisco Planning Department conducted a citywide inventory of architecturally significant buildings between 1974 and 1976, known as the *1976 Architectural Quality Survey (or 1976 Survey)*. An advisory review committee of architects and architectural historians assisted in the final determination of architectural significant ratings for the 10,000 buildings throughout the City, which became an unpublished 60-volume inventory. Both contemporary and older buildings were surveyed, and rated on a scale of "-2" (detrimental) to "+5" (extraordinary) architecturally significant. The inventory assessed architectural significance, which included design features, the urban design context, and overall environmental significance. When assigning a rating, potential historical significance was not considered. Buildings assigned a rating of "3" or higher represent approximately the best two percent of the City's architecture. Summary ratings of "0" to "1" are generally interpreted to mean that the property has some contextual importance. Similar to the Heritage surveys, listing on the *1976 Architectural Quality Survey* provides information materials but does indicate whether a building is of historical importance. The existing Chinatown YMCA was included in this survey with a rating of "1" for contextual value.

Evaluation of the Chinatown YMCA Building

There is substantial evidence in the record supporting the determination that the YMCA Chinatown building is an historical resource. The existing building is listed under the Planning Department's Historical Resource Review Category A, specifically· A1 – National Register eligible; A3 – California Register eligible; A14 – A contributing structure in the San Francisco Landmarks Preservation Advisory Board's (LPAB) nominated Chinatown Historic District.

NATIONAL REGISTER CRITERIA [27]

The evaluation for the Chinatown YMCA building using the National Register criteria, as contained in the Historic Resource Evaluation Report, presents a more in depth consideration of the building's historic value. As described above, the YMCA building was evaluated to meet National Register Criteria "A" (for events), "B" (persons), and "C" (design/construction), but not "D" (archeological information potential).

The building's association with important events is summarized above in the section entitled "History of the YMCA Building." As the earliest example of a YMCA focusing on an ethnic group (in this case, Asian-Americans), the Chinatown YMCA occupies a unique position in the historic trends of cultural

[27] Patrick McGrew, pages 5-10.

awareness and assimilation that define not only the YMCA as an international social organization, but the growth patterns of the nation as a whole.

Under Criterion B, the Chinatown YMCA building is associated with Scotsman Captain Robert Dollar, a major fund-raiser and donor who was an important figure in the history of San Francisco. He gained public recognition as a leading businessman and philanthropist. Coming from modest beginnings and creating a lumber and shipping fortune, he became, for a time, the nation's largest ship-owner and is known internationally for having instituted around-the-world shipping service in the 1920s.

The YMCA building meets Criteria C related to design, style, architect, and construction in several ways. As indicated above under Setting, Building Design, the design of the YMCA building is representative of the Beaux-Arts inspired American Renaissance revival style of the *palazzo* form of classical design principles. The elaborately decorated cornice forms the top layer of the composition, expressed as a single unit with sinicized brackets, tiles, and tile roofing.

An enframed composition at the buildings original entrance (east wall) features Renaissance forms, overlaid with Chinese motifs and vertical end bays subtly articulated with the placement of the copper rainwater leaders. The central section features a pair of carved wooden doors beneath the hooded entrance emphasizing the importance of the entry, elaborate terra cotta banding, and the expression of projecting ceremonial balconies at the centers of the top two floors supported by stylized Chinese brackets. The southern rear wall of the YMCA building is not decorated with ceremonial detail.

Sinicized buildings such as the Chinatown YMCA, are now seen as a stylistic result of the major wave of Chinese immigration that transformed Chinatown from a conventional San Francisco business neighborhood to a picturesque tourist destination and ethnic neighborhood. The Chinatown YMCA building, with its site a quarter of a city block wide, is one of the largest and most commanding sinicized *palazzo*-form buildings in Chinatown. As an immediate precursor to the high-rise office building, commercial buildings in the Florentine palazzo form became a ubiquitous American building type used for many similar building types or functions, including residences, private clubs, hospitals, office buildings, and libraries. Subsequently, office blocks would abandon the horizontality that defines these earlier buildings for the verticality of the modern skyscraper, and the ever-increasing demand for office space would replace mid-rises, such as the Chinatown YMCA, with the high-rises of the 1920s and 30s. Some of those later buildings utilize the same design principles, but package them in a vertical format, at the sacrifice of the horizontally oriented palazzo form.

As far as method of construction, a defining characteristic of the Beaux Arts sensibility was its decision to look to the past for aesthetic inspiration and to the future for the practical necessities of construction. As a consequence, palazzo form office blocks, such as the YMCA, were styled as coverings for a nascent modernism that included new materials and techniques: iron, steel, plate glass, rivets, the elevator, mass production. This relatively large building, set on land near the traditional heart of Chinatown, balanced the inherent conservative nature of the building's architecture with the aesthetic requirements of the Chinese community for whom it was designed.

The YMCA building has high artistic value, particularly in its sinicized decorative elements, a treatment commonplace in buildings in the Chinatown vicinity that help define the neighborhood. As previously discussed, the YMCA building is the work of renown architect Frederick Meyer. No matter how small or large, each of Meyer's buildings was graced with an elaborately decorated formal entrance and the Chinatown YMCA, with its formal east entry, was no exception. Although architect Meyers did not learn his Beaux Arts principles in Paris, he demonstrated a heavy reliance on the prototypical *palazzo* form in his practice, as seen in such examples as the Rialto Building, the Financial Center Building and the Bethlehem Shipyards Administration Building, to name but a few.

No evidence exists to support listing of this site on the California Register under Criterion D, Information Potential/Archaeology.[28] For a property to be eligible for individual listing under this criterion it must be likely to yield archeological information. The Initial Study (see Appendix A) found that archeological impacts of the proposed project would be reduced to a less-than-significant level with implementation of Mitigation Measure 2, page 111.

In addition to having significance under the National Register Criteria, the YMCA building retains its historic character or "integrity" for the period of significance. Possessing integrity along all seven dimensions (location, design, setting, materials, feeling, workmanship, association) is not necessary. The building is a picturesque and noteworthy blending of Chinese and modern architecture. The building has undergone alterations over time including an ADA upgrade relocating the entrance to the Sacramento Street façade compromising the building's formal entrance, replacing the original wrought iron designs on the gate, replacing the elaborate terra cotta balustrade along the porch stairway with a metal balustrade and handrail, and removing all other evidence of the once-formal, elaborately designed interior portions (except the exposed structural frame stenciled in Chinese designs of the formal entry).

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[28] McGrew, op cit.

Additionally, the building was examined following the Loma Prieta earthquake in 1989 and some superficial damage, mostly to the terra cotta work, was repaired. Even considering these modifications, the building's historical integrity was found to be intact.

In summary, the YMCA building's historically important design features are concentrated on the central bay of the east wall and the original entrance. These features include the red-tile-roofed entrance gate; the ornately decorated front fence; the ornately decorated central bay of the east wall, including, the hooded carved wooden doors on both sides of the east wall's central bay; the first and second floor ceremonial balconies; the wooden columns between the two wooden doors; and the ornately decorated windows on the first and second floor. Removing the elaborate terra cotta balustrade of the main stairs connecting the entry gate to the first-floor porch in 1997 substantially compromised the historic architectural value of the stairway.[29] As discussed above, the southern rear wall of the YMCA building does not possess noteworthy decorative elements or other historically important architectural features.

LOCAL REGISTERS

Although not listed on the National Register of Historic Places or California Register of Historical Resources, as indicated above, the building has been surveyed for historic significance in 1979, 1982, and 1986 (Chinatown Historic District Survey), and 1990. Each survey found the building eligible for listing. The evaluation for the Chinatown YMCA building suggests a National Register Status of "3D," which means it appears eligible as a contributor to a documented district, the proposed Chinatown Historic District. Based upon its established National and California Register eligibility, the Chinatown YMCA Building is considered an historical resource under CEQA. In a 1986 proposed Chinatown Historic District, the building and site were listed as "Contributing" to the proposed District in accordance to the definition in Article 10 of the *Planning Code* (Preservation of Historical, Architectural, and Aesthetic Landmarks). In addition, Heritage rated the building an "A" (of highest importance) in its *San Francisco Architectural Heritage Survey*. The existing Chinatown YMCA was listed on the *1976 Citywide Survey* of architecturally significant buildings with a rating of "1" for contextual value. On the basis of this information, the Chinatown YMCA building is considered an historical resource under CEQA.

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[29] McGrew, op cit.

Historic District

As indicated above, the physical and historical context for the Chinatown YMCA is one of San Francisco's most historic neighborhoods. Re-built after the earthquake and fire, upon its pre-1906 foundations, today's Chinatown has strong ties to its claim as the first of its kind in the nation. The district itself is an historical resource to which the proposed project would be considered a contributor. Few changes have occurred in the proposed Chinatown Historic District since its nomination by the Landmarks Preservation Advisory Board (LPAB) in 1986 and none of the buildings within the district that are visible from the Chinatown YMCA have been changed or demolished. The Chinatown YMCA building is listed as a contributor to the 1986 (Proposed) Chinatown Historic District. Although the Planning Commission deferred action on the proposed district after the LPAB nomination and the matter is still unresolved, the LPAB reviews most projects affecting Contributing buildings within the proposed district.

There are three historically important buildings near the project site. Jack's Restaurant at 615 Sacramento Street, listed as a Category III building in *Planning Code* Articles 10 and 11; the PG&E Station J at 568 Sacramento Street, listed as a Category IV building in Article 11; and the Potter building at 576 Sacramento Street, listed as a Category IV building in Article 11.

IMPACTS

Significance Criteria

As indicated above and pursuant to CEQA Guidelines Section 15064.5, a project would have a significant effect if it would substantially disrupt or cause a substantial adverse change in the significance of an historical resource. CEQA (Section 15064.5) defines a "substantial adverse change" as "physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired."

Impact Analysis

As discussed in Chapter II: Project Description, the proposed project would construct: (1) a three-story horizontal addition—the proposed east wing building—located in the open courtyard along the eastern portion of the project site; and (2) a four-story horizontal extension to the rear (south) fronting Sabin Place. Construction of the Sabin Place addition would not potentially affect historical architectural resources because the southern wall does not contain historically important design features. However,

construction of the east wing addition would effect historically important design features along Sacramento Street and at the building's east wall entrance, as follows: the ornately decorated front fence would be removed; the first and second floor ornate balconies would be removed; the main stairs from the gate to the first-floor porch would be demolished; and the first and second floors of approximately the southern two-thirds of the east wall would be obscured, including the decorated central bay, the wooden columns between the two wooden doors, and the decorated windows on the first and second floors. The red-tile-roofed entrance gate would be renovated and would become the new primary entrance to the YMCA.

Planning Department staff has determined that these proposed changes would be a substantial adverse change to historically important architectural resources and would not comply with the *Secretary's Standards.*[30] Implementation of Mitigation Measure 1 (pages 109 and 110) would reduce this impact, but the loss to the historical resource would remain significant and unavoidable. There are few, if any, measures that can mitigate the loss of the historical entrance features of this historically significant building to a less-than-significant level. It is not possible, under CEQA, to mitigate the loss of a resource significant for its historic association and architecture with photographic documentation, original architectural plans, or salvaged materials. Therefore, impacts related to the construction of the east wing addition to the Chinatown YMCA building would remain significant and unavoidable.

The architectural character of the potential Chinatown Historic District is vertical because of the "punched-out" windows in stucco or concrete exterior walls. These windows contribute to the vertical characteristic of the district. The proposed project is contemporary, and the window design is horizontal, which would not be consistent with many of the older buildings in this district.

The Chinatown YMCA is an architecturally important historic resource within the Chinatown Historic District, and a substantial adverse impact on this building would have an adverse impact on the district as whole. Therefore, the proposed project would have a cumulative adverse impact on historic resources.

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[30] Adam Light, November 18, 2005, evaluation Item 4, page 3.

D. TRANSPORTATION

This section describes existing transportation conditions (roadways, traffic, transit, parking, pedestrian and bicycle conditions) in the vicinity of the proposed project, and evaluates the transportation impacts of the proposed expansion of the residential hotel and YMCA uses. This section summarizes the results of the transportation study conducted for the proposed project.[31,32]

SETTING

Transportation Study Area

The transportation analysis established study areas in the project vicinity for the traffic, transit and parking analyses. For the traffic analysis, four study intersections were identified as locations likely to be most affected by the project. These include the intersections of Stockton/Sacramento, Stockton/Clay, Grant/California, and Grant/ Sacramento. The parking and transit study area in the analysis is approximately a two-block vicinity, bound by Washington Street to the north, Kearny Street to the east, Pine Street to the south, and Powell Street to the west.

Roadway Network

REGIONAL FREEWAYS

Interstate 80 (I-80) and U.S. Highway 101 (U.S. 101) provide the primary regional access to the project area. U.S. 101 serves San Francisco and the Peninsula/South Bay, and extends north via the Golden Gate Bridge to the North Bay. Interstate 80 (I-80) connects San Francisco to the East Bay and points east via the San Francisco-Oakland Bay Bridge. U.S. 101 and I-80 merge south of the project site. Nearby access to and from the east is provided via an on-ramp at Fifth and Bryant Streets and an off-ramp at Fifth and Harrison Streets, and to and from the south and west via an on-ramp at Fourth and Bryant and an off-ramp at Fifth and Bryant. Interstate 280 (I-280) provides regional access from the South of Market area to

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[31] Wilbur Smith Associates, *Chinatown Y Transportation Study*, January 2002. This report is part of project file 1999.536E and available for public review by appointment at the San Francisco Planning Department, 1650 Mission Street, Suite 400, San Francisco.

[32] LCW Consulting *Revised Chinatown Y Travel Demand Calculations*, January 2007. This memorandum is part of project file 1999.536E and available for public review by appointment at the San Francisco Planning Department, 1650 Mission Street, Suite 400, San Francisco.

southern San Francisco, the Peninsula, and the South Bay. Access to I-280 from the project site is via on- and off-ramps at the intersection of Sixth and Brannan Streets.

LOCAL STREETS

As indicated above, the project site is located on a block bound by Sacramento and California Streets to the north and south, and Grant Avenue and Stockton Street to the east and west. Sabin Place, an alley, also partially bisects the block and provides access to the rear of the project site.

Sacramento Street, in general, runs between Arguello Boulevard and Drumm Street and is one-way westbound between Drumm and Gough Streets. Adjacent to the project site, Sacramento Street has one travel lane, restricted parking on both sides of the street, and a grade of more than 18 percent. No parking restrictions are in effect on both sides of the street between 4:00 and 6:00 p.m. and in the *General Plan* Sacramento Street is designated as a Transit Preferential (Secondary Transit)[33] Street and as a Neighborhood Commercial Street. In front of the project site there is one on-street passenger-loading zone accommodating one vehicle, one metered truck loading space, and three unrestricted metered spaces. Waverly Place is a one-way southbound alleyway, extending between Washington and Sacramento Streets north of the project site, and contains one travel lane and a parking lane on the east curb.

California Street in the vicinity of the proposed project is a secondary east-west arterial with four travel lanes, parking on both sides, and the C-California cable car runs along the street between Drumm Street and Van Ness Avenue. In the vicinity of the project site, sections of California Street have grades up to 15 percent. California Street is designated as a Citywide Pedestrian Network Street, a Neighborhood Commercial Street, and a Transit Preferential (Transit Oriented) Street in the *General Plan.*

Grant Avenue in the vicinity of the proposed project runs one-way northbound with one travel lane between Market and North Point Streets, and one-lane metered on-street parking. Grant Avenue is designated as a Citywide Pedestrian Network Street and as a Neighborhood Commercial Street in the *General Plan.*

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[33] "Transit Important" and "Transit Oriented" are both "Primary Transit" streets, as defined in the General Plan, and are streets with high transit ridership, frequency of service, or surface rail, with the primary difference being "Transit Oriented" streets are not major arterials. "Secondary Transit" streets are typically streets with moderate transit ridership or frequency of service.

Stockton Street is one-way southbound south of Sutter Street and, in the vicinity of the project site, has one northbound and two southbound lanes with parking on both sides of the street. Bicycle Route #17 runs on Stockton Street between Broadway and Post Street. Stockton Street is designated as a Transit Preferential (Transit Oriented) Street, and as a Neighborhood Commercial Street in the *General Plan*.

Sabin Place is a north-south alleyway located mid-block off California Street, south of the project site. Sabin Place contains one travel lane, and on-street parking is not permitted. Sabin Place provides access to 720 California Street's loading dock and a private off-street parking lot with 18 marked spaces.

In the vicinity of the project site, Kearny Street is one-way northbound with four travel lanes, and restricted on-street parking (prohibited during peak periods) on both sides of the street.

Other nearby east-west roadways include Clay Street and Pine Street. Clay Street is a major arterial that, in the vicinity of the project site, is one-way eastbound with one travel lane and parking on both sides of the street, with parking on the south curb prohibited during the a.m. peak period. Clay Street is designated as a Transit Preferential (Transit Important) Street and as a Neighborhood Commercial Street in the *General Plan*. Pine Street is a major arterial that runs one-way westbound with three westbound lanes, and parking on both sides. Near the project site, parking is prohibited on the north side of the street during the a.m. peak period, and on the south side during the p.m. peak period.

EXISTING INTERSECTION OPERATIONS

Levels of service ("LOS") operating conditions at the study intersections selected for analysis were calculated using the Highway Capacity Manual ("HCM") methodology. LOS is a qualitative description of an intersection's performance based on the average delay per vehicle during the primary peak commuting period. The levels of service range from LOS A, which indicates free-flowing conditions, to LOS F, indicating extremely long delays in passing through the intersection. The City of San Francisco considers LOS A through LOS D to be acceptable conditions at an intersection, while LOS E and LOS F are considered unacceptable. Definitions of the different levels of service are presented in Appendix B. The four study intersections are controlled by traffic signals, and the LOS analysis was based on intersection turning movement counts conducted in October 1999.[34]

[34] Comparison of the 1999 and more recent traffic volumes on streets in the vicinity of the project site indicate minimum changes in traffic volumes in the area, and therefore the 1999 counts still reflect existing conditions in the project vicinity.

Existing weekday p.m. peak hour levels of service at the four study intersections range from LOS C to LOS E, as shown under the Impact Analysis in Table 2 (page 92). Three of the four study intersections currently operate at acceptable levels of service (LOS D or better), while the intersection of Stockton and Sacramento Streets operates at LOS E, with average delays per vehicle in excess of 40 seconds. At this intersection the westbound (uphill) approach experiences substantial congestion and delays. According to the transportation analysis, traffic operating conditions at the study intersections are affected by localized congestion, and congestion at Union Square and downtown that spills back into Chinatown on Stockton and Kearny Streets.

Transit Network

The project site is well-served by public transit. The San Francisco Municipal Railway ("Muni") provides bus and cable car lines as shown on Figure 19 on page 91, with connections to regional transit operators. In the project vicinity, Muni operates twelve local and express bus lines (1-California, 30-Stockton, 41-Union, 45-Union-Stockton, 1AX-California Express, 1BX-California Express, 9X-San Bruno, 9AX-San Bruno Express, 9BX-San Bruno Express, 30X-Marina Express, 31AX-Balboa Express, and 31BX-Balboa Express) and one cable car line (C-California). The 1-California electric trolley bus line runs westbound adjacent to the project site on Sacramento Street, with about three minutes between buses during the morning and evening peak periods. Between 4:00 and 6:00 p.m. both curb lanes have a "Tow Away No Standing" parking restriction, and the north curb lane serves as a bus-only lane. The nearest bus stop to the project site is located on Sacramento Street at the approach to Stockton Street.

Bay Area Rapid Transit ("BART") provides service to and from the East Bay along Market Street and AC Transit provides bus service from the Transbay Terminal. Golden Gate Transit provides service to and from the North Bay along Van Ness Avenue and at the Transbay Terminal, and ferry service from the Ferry Building. Caltrain, at its terminal located at Fourth and Townsend Streets, and San Mateo County Transit District ("SamTrans"), at the Transbay Terminal provide service to and from the Peninsula and South Bay.

The Powell Street BART and Muni station is located one-half mile south (eight blocks) of the project site, the Embarcadero BART and Muni station is located 0.6 mile east of the site. The Caltrain terminal is located approximately 1.5 miles southeast of the project site, and the Transbay Terminal, is located approximately 0.7 mile southeast of the project site. The Ferry Building, located on the Embarcadero, is

Source: Wilbur Smith Associates (March 2002)

6-19-02

Existing Transit Network and Stop Locations Figure 19

about three-quarters of a mile east of the project site and serves ferry operations between San Francisco, Marin and Alameda.

Parking Conditions

Existing parking conditions in the project area were examined within an approximate two block range and in general, on-street parking is comprised of metered vehicle parking and commercial truck loading spaces with on-street parking typically prohibited during the weekday a.m. or p.m. peak periods. On-street parking is well-utilized throughout the day, and is typically completely occupied during the weekday midday period (12:00 to 2:00 p.m.). Field observations of weekday midday and evening parking conditions indicated that while parking is well-utilized, there is a turnover of spaces, and available parking spaces were observed on most streets in the vicinity of the project. Adjacent to the project site there are four metered parking spaces, including one commercial vehicle space, and a passenger loading/unloading (white) zone accommodating one vehicle.

Surveys of the off-street parking supply in the parking study area were conducted in 1999 and 2000, and verified through field surveys in June 2007. There are four public parking facilities in the study area, providing about 1,400 parking spaces (see Table 2 below).

Table 2

Off-Street Public Parking Supply and Utilization
Weekday Midday Conditions

Location	Supply	Spaces Occupied	Percent Occupancy
732 Washington – surface lot	45	28	62%
Portsmouth Square Garage	504	504	100%
600 California Garage	198	198	100%
St. Mary's Garage	639	575	90%
Total:	**1,386**	**1,306**	**94%**

Source: North of Market Street Parking Study Update, Walker Parking Consultants, August 2000, LCW Consulting, June 2007.

During the weekday midday period, these facilities operate at an average occupancy of 94 percent of capacity. Since these facilities primarily serve the daytime office and retail employees and visitors, they operate at a substantially lower occupancy rate during evening and overnight hours.

Pedestrian and Bicycle Conditions

Pedestrian conditions in the vicinity of the project site were assessed based on field surveys conducted in October 1999 during the weekday p.m. peak period of 4:00 to 6:00 p.m., and verified though field surveys conducted in June 2007. In the vicinity of project site, sidewalks on Sacramento and Stockton Streets are about 10 to 15 feet wide. Pedestrian operating conditions were evaluated quantitatively using the HCM methodology for the south sidewalk on Sacramento Street in front of the entrance to the project site, and for the four crosswalks at the intersection of Stockton and Sacramento Streets. The HCM methodology defines pedestrian operating conditions using an LOS designation, and defines crosswalk operating conditions based on average pedestrian density and walkway (sidewalk) operating conditions based on pedestrian flow rate. Under the HCM methodology, the upper limit for acceptable conditions is LOS C. Definitions of the pedestrian levels of service are presented in Appendix B. Under existing conditions, the four crosswalks at the intersection of Sacramento and Stockton Streets operate at LOS B, and sidewalk conditions on Sacramento Street in front of the project site are LOS B. Overall, in the vicinity of the project site, the sidewalks and crosswalks were observed to be operating under satisfactory conditions, with pedestrians moving at normal walking speeds and with the ability to pass each other.

In addition to Bicycle Route #17 on Stockton Street noted above, Route #11 runs northbound on Sansome Street and southbound on Battery Street, three and four blocks from the project site, respectively. Both routes are Class III, having bicycle route signs, but without designated bicycle lanes. Due to congestion and truck traffic, parking, and use of the sidewalk by merchants, as well as steep grades, relatively few bicyclists were noted during field observations, and no conflicts between bicyclists, pedestrians, and vehicles were observed.

IMPACTS

Significance Criteria

The following are the significance criteria used by the Planning Department for the determination of impacts associated with a proposed project:

INTERSECTIONS

The operational impact on signalized intersections is considered significant when project-related traffic causes the intersection level of service to deteriorate from LOS D or better to LOS E or LOS F, or from LOS E to LOS F. The project may result in significant adverse impacts at intersections that operate at LOS E or LOS F under existing conditions depending upon the magnitude of the project's contribution to the worsening of the average delay per vehicle. In addition, the project would have a significant adverse impact if it would cause major traffic hazards or contribute considerably to cumulative traffic increases that would cause deterioration to unacceptable levels of service.

PARKING

San Francisco does not consider parking supply as part of the permanent physical environment. Parking conditions are not static, as parking supply and demand varies from day to day, from day to night, from month to month, etc.; hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel.

Parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA. Under CEQA, a project's social impacts need not be treated as significant impacts on the environment. Environmental documents should, however, address the secondary physical impacts that could be triggered by a social impact. (CEQA Guidelines Section 15131(a).) The social inconvenience of parking deficits, such as having to hunt for scarce parking spaces, is not an environmental impact, but there may be secondary physical environmental impacts, such as increased traffic congestion at intersections, air quality impacts, safety impacts, or noise impacts caused by congestion. In the experience of San Francisco transportation planners, however, the absence of a ready supply of parking spaces, combined with available alternatives to auto travel (e.g., transit service, taxis, bicycles or travel by foot) and a relatively dense pattern of urban development, induces many drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to transit service in particular, would be in keeping with the City's "Transit First" policy. The City's Transit First Policy, established in the City's Charter Section 16.102 provides that "parking policies for areas well served by public transit shall be designed to encourage travel by public transportation and alternative transportation."

TRANSIT

The project would have a significant effect on the environment if it would cause a substantial increase in transit demand that could not be accommodated by adjacent transit capacity, resulting in unacceptable levels of transit service; or cause a substantial increase in delays or operating costs such that significant adverse impacts in transit service levels could result. With the Muni and regional transit screenline analyses, the project would have a significant effect on the transit provider if project-related transit trips would cause the capacity utilization standard to be exceeded during the p.m. peak hour.

PEDESTRIANS

The project would have a significant effect on the environment if it would result in substantial overcrowding on public sidewalks, create potentially hazardous conditions for pedestrians, or otherwise interfere with pedestrian accessibility to the site and adjoining areas.

BICYCLES

The project would have a significant effect on the environment if it would create potentially hazardous conditions for bicyclists or otherwise substantially interfere with bicycle accessibility to the site and adjoining areas.

LOADING

A project would have a significant effect on the environment if it would result in a loading demand during the peak hour of loading activities that could not be accommodated within proposed on-site loading facilities or within convenient on-street loading zones, and created potentially hazardous conditions or significant delays affecting traffic, transit, bicycles or pedestrians.

CONSTRUCTION

Construction-related impacts are generally not considered significant due to their temporary and limited duration.

Project Travel Demand

Project travel demand refers to the new vehicle, transit and pedestrian traffic, reported in person-trips, that would be generated by the proposed project. The number of person-trips by mode, parking demand, and freight/service loading demand estimates were based on the methodology and assumptions

provided in the Transportation Impact Analysis Guidelines for Environmental Review (*2002 Transportation Guidelines*).[35] Trip generation was based on the daily and weekday p.m. peak hour trip generation rates for the residential hotel and fitness center uses, as well as an estimation of the activity associated with the community programs. Programs were anticipated to be similar to those that currently exist and include: after-school programs, swimming classes, citizenship classes, dance classes, language classes, and other club and group programs. Person-trip generation for the proposed residential hotel use was based on rates for studio residential units. Consistent with the *2002 Transportation Guidelines*, estimated person-trips for the proposed project were distributed to eight geographical areas, including the four quadrants of San Francisco, the East Bay, the North Bay, the South Bay and outside the area, and were assigned to the various available travel modes (including auto, transit, pedestrian and other modes). Vehicle trips generated by the proposed project were estimated from the auto person-trips and average vehicle occupancy. The trip distribution, mode split, and average vehicle occupancy rates were obtained from information obtained from surveys of existing YMCA users and U.S. Census journey-to-work data.

The proposed project uses would generate about 3,276 daily person-trips on a typical weekday, of which 467 person-trips would occur during the p.m. peak hour. The proposed project would replace the existing YMCA uses, which generate about 91 person-trips during the p.m. peak hour. The existing 91 person-trips were subtracted from the estimated 467 project-generated person-trips to yield 376 net-new p.m. peak hour person-trips. Of the 376 net-new person-trips, 16 would be by auto, 119 by transit, and 241 by other modes (including pedestrian, bicycle, taxi, and motorcycle). During the weekday p.m. peak hour, the proposed project would generate 16 net new vehicle trips (eight inbound to the project and eight outbound from the project). Trip generation for the proposed project is summarized in Appendix B.

Traffic Impacts

Project impacts on intersection level of service operating conditions were analyzed for Existing plus Project, and 2015 Cumulative conditions for weekday p.m. peak hour conditions. Table 3, page 97 presents the results of the intersection analysis for Existing, Existing plus Project, and 2015 Cumulative conditions.

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[35] The transportation analysis was based on the San Francisco Planning Department's *Transportation Impact Analysis Guidelines for Environmental Review*, published in October 2002.

Table 3

Intersection Level of Service—Weekday PM Peak Hour
Existing, Existing Plus Project, and 2015 Cumulative Conditions

	Existing		Existing Plus Project		2015 Cumulative	
	Average Delay [1],[2]	LOS	Average Delay	LOS	Average Delay	LOS
Stockton/Sacramento	40.3 (1.03)	E	43.5 (1.03)	E	>60 (1.19)	F
Stockton/Clay	33.0	D	35.7	D	>60 (1.11)	F
Grant/California	24.4	C	24.4	C	55.3 (0.88)	E
Grant/Sacramento	17.3	C	18.5	C	37.0	D

Notes:

(1) Delay presented in seconds per vehicle.

(2) The volume-to-capacity (v/c) ratio is presented for intersections operating at LOS E or LOS F.

Source: Wilbur Smith Associates, January 2002.

EXISTING PLUS PROJECT CONDITIONS

To determine the effect of project-generated vehicle trips on local roadways, the net-new project-generated traffic was distributed to the local roadway network, based on existing and anticipated traffic flow for the proposed project, and added to the existing traffic volumes to derive Existing Plus Project traffic volumes. The resulting traffic volumes were used in the analysis of levels of service at four study intersections (Stockton/Sacramento, Stockton/Clay, Grant/California, and Grant/Sacramento). Table 3 presents the Existing Plus Project LOS operating conditions at the study intersections. In general, the addition of project-generated traffic would result in minor increases in the average delay per vehicle at the study intersections, and all intersections would continue to operate at the same service levels as under existing conditions.

As shown in Table 3, during the weekday p.m. peak hour, the traffic volume increase related to the proposed project would result in minor changes to the average delay per vehicle at the study intersections, three of which would continue to operate at LOS D or better. At the intersection of Stockton and Sacramento Streets, the proposed project would contribute an estimated eight vehicles to the westbound movement that is a critical movement for the intersection, and currently operates poorly at LOS E. Under Existing plus Project conditions, the proposed project vehicle-trips would represent 1.6 percent of the total westbound approach volumes, and would not change the LOS E intersection

operating conditions. This project contribution would not be considered to be a significant contribution to the existing poor operating conditions, and the project would therefore not have a significant environmental impact on Existing Plus Project traffic conditions.

2015 CUMULATIVE CONDITIONS

Cumulative traffic conditions at the study intersections would account for traffic associated with developments in the project area, including the proposed project. Future year 2015 traffic volumes were developed by applying an annual growth rate of one percent per year to the existing traffic volumes. As indicated in Table 3, under year 2015 Cumulative conditions, three of the four study intersections would operate at LOS E or LOS F during the weekday p.m. peak hour. At these intersections, the proposed project would contribute less than 1one percent of the total 2015 Cumulative traffic volumes and less than four percent of the growth in traffic volumes between Existing and 2015 Cumulative conditions. Therefore the project's contribution to cumulative intersection LOS impacts would not be considered significant, and the project would not have a significant cumulative traffic impact.

Transit Impacts

The 119 net-new transit trips would use nearby Muni bus and cable car lines, and transfer to other Muni bus and light rail lines or regional transit providers including Caltrain, SamTrans, AC Transit, Golden Gate Transit and BART. It is anticipated that most of the transit trips would be on the 1-California, 15-Third, 30-Stockton and 45-Union-Stockton in both the inbound (towards downtown) and outbound (away from downtown) directions. While many of these bus lines operate at or close to capacity in the outbound direction during the p.m. peak period, particularly along Stockton Street, additional capacity exists in the inbound direction. Therefore, the addition of about 119 net-new transit trips would not substantially affect the peak-hour transit conditions, or have a significant impact on transit operations.

Parking Impacts

Pursuant to *Planning Code* Section 161, no off-street parking is required for uses other than residential dwelling units[36] in the Chinatown Residential Neighborhood Commercial district, and therefore the proposed project would not be required to provide any on-site parking spaces. The proposed project, similar to the existing project, would not include any off-street parking spaces.

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[36] Pursuant to *Planning Code* Section 102, residential hotel units without kitchens are not considered to be dwelling units.

Parking demand generated by the proposed project was based on the anticipated number of residential hotel rooms[37] and the travel demand associated with the YMCA uses. Overall, the project would result in a parking demand of 22 spaces, of which 11 would be long-term residential demand, and 11 would be long-term and short-term demand associated with the YMCA fitness center and community programs (long-term demand of two spaces, and short-term demand of nine spaces). Peak residential parking demand would occur primarily at night, although a portion of the residential demand would also occur during the day.

Since the proposed project would not provide on-site parking, the project parking demand of 22 spaces would need to be accommodated on-street or in nearby parking facilities. In the vicinity of the project site, off-street parking facilities currently operate at capacity during the weekday midday period, with a lower demand during the evening and overnight periods, when there is more availability. Metered on-street parking in the project vicinity is also well-utilized during the day, with increasing availability in the evening hours. The proposed parking demand would therefore increase competition for both on-street and off-street spaces in the project vicinity.

While the proposed project would not accommodate the anticipated parking demand, any resulting parking deficit would not in itself be considered a significant effect on parking conditions in the project area. Given the relatively small unmet parking demand of 22 spaces, and the relatively brief period of time when such a deficit would occur, the increased parking demand would not substantially alter the existing character of the area-wide parking situation. The proposed project would therefore, result in a less-than-significant environmental effect related to parking.

The transportation analysis accounts for potential secondary effects, such as cars circling and looking for a parking space in areas of limited parking supply, by assuming that all drivers would attempt to find parking at or near the project site and then seek parking farther away if convenient parking is unavailable. Moreover, the secondary effects of drivers searching for parking is typically offset by a reduction in vehicle trips due to others who are aware of constrained parking conditions in a given area. Hence, any secondary environmental impacts which may result from a shortfall in parking in the vicinity of the proposed project would be minor, and the traffic assignments used in the transportation analysis,

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[37] The analysis assumes that a residential hotel room would have a parking demand rate similar to that identified for affordable residential studio units in the *2002 Transportation Guidelines*.

as well as in the associated air quality, noise and pedestrian safety analyses, reasonably addresses potential secondary effects.

Pedestrian Impacts

Pedestrian trips generated by the proposed project would include walking trips to and from proposed and nearby land use, transit stops, and parking facilities. Overall, the proposed project is estimated to generate 376 net-new pedestrian trips to surrounding streets (including 119 transit, 16 auto, and 241 walk/bicycle/other trips) during the weekday p.m. peak hour. With the addition of the project-generated pedestrian trips, the four crosswalks at the intersection of Sacramento and Stockton Streets and the sidewalk in front of the project site on Sacramento Street would continue to operate at LOS B. Thus, new pedestrian trips would be accommodated on existing sidewalks and crosswalks near the project site, and the proposed project would not substantially affect current pedestrian conditions or facilities in the area.

Bicycle Impacts

Pursuant to *Planning Code* Section 155.4, the proposed project, with approximately 21,000 sq.ft. of recreation and community service space, would be required to provide three off-street bicycle parking spaces. The proposed project would include three bicycle parking spaces either within the YMCA lobby or near the front entrance on Sacramento Street.

A portion of the 241 net-new pedestrian/bicycle/other trips generated by the proposed project during the weekday p.m. peak hour would be bicycle trips. The proposed project would result in an increase in both the numbers of vehicles and bicyclists traveling in the vicinity of the project site. As indicated above, observations during the transportation analysis did not indicate a large number of bicyclists in the area, likely due to the steep grades in the project vicinity. The proposed project would not substantially change these existing conditions, or create additional conflicts in the project vicinity. Therefore, the proposed project would not cause a significant environmental effect related to bicycle conditions.

Loading Impacts

Pursuant to *Planning Code* Section 152, since the proposed project would include less than 100,000 square feet of residential hotel and fitness center uses, it would not be required to, and does not propose to, provide any off-street loading spaces. Loading and unloading activities, including deliveries and trash

and recycling collection, would occur from Sacramento Street, in the metered on-street loading space in front of the project site, if available.

Delivery and service vehicle trip generation and demand for loading spaces for the project were estimated based on the methodology and assumptions provided in the *2002 Transportation Guidelines*. The proposed project would generate approximately 5.7 delivery or service vehicle trips per day, which corresponds to an average demand for less than one loading space during the average and peak hours of loading activities (10 a.m. to 1 p.m.), and which could be accommodated within the on-street loading space. It is anticipated that these service/delivery vehicles would be made via small trucks and vans, and would include mail delivery, maintenance, retail delivery, and move-in/move-out activities. Based on the project's low demand for loading spaces, the proposed project would not have a significant loading impact.

Construction Impacts

Project construction is expected to take about 15 months, with staging of most construction equipment and materials occurring within the project site and on the Sacramento Street frontage. Construction activities would occur between approximately 7:30 a.m. and 4:30 p.m. weekdays and Saturdays. It is anticipated that the sidewalk along Sacramento Street could be closed throughout the construction period and, if approved, pedestrian traffic would be relocated to a temporary pedestrian walkway in the adjacent parking lane. Any lane and sidewalk closures are subject to review and approval by the Department of Public Works ("DPW") and the Interdepartmental Staff Committees on Traffic and Transportation ("ISCOTT"). If approved, this temporary pedestrian walkway would eliminate four parking spaces, and the p.m. peak period travel lane. This closure would be coordinated through the Building Permit process in order to minimize the impacts on local traffic. No Muni bus stops would need to be closed or relocated during the construction of the proposed project.

The 1-California electric trolley bus line currently runs along Sacramento Street adjacent to the project site. The 15-month closure of the south curb tow-away parking lane on Sacramento Street would eliminate the p.m. peak period (4:00 to 6:00 p.m.) travel lane. This closure would affect traffic operations on Sacramento Street and could potentially affect the operations of the 1-California bus line. The 1-California electric trolley line travels westbound on Sacramento Street, with typical three-minute headways during the p.m. peak period (40 buses travel past the project site during the 2-hour tow-away period). Sacramento Street currently has a bus-only lane at the north curb between 4:00 and 6:00 p.m. that

would not be affected during the project construction. The temporary removal of the south p.m. peak period travel lane in front of the project site would, however, require all vehicles to use the center travel lane as they approach the project site, and temporarily affect traffic movements in front of the project site. West of the project site and prior to the intersection, the south curb lane would again be available for vehicle travel.

Throughout the construction period, there would be a flow of construction-related trucks into and out of the site. The impact of construction truck traffic would temporarily reduce the capacities of local streets due to the slower movement and larger turning radii of trucks, which may affect both traffic and transit operations. It is anticipated that a majority of the construction-related truck traffic would use I-80 (to and from the East Bay) and U.S. 101 (to and from San Francisco and the South Bay).

During construction there would be an estimated 20 to 95 construction workers per day at the project site, depending on the construction phase. Trip distribution and mode split data are not available for construction workers; however, it is anticipated that the addition of worker-related vehicle or transit trips would not substantially affect traffic or transit conditions. Construction workers who drive to the site would cause a temporary parking demand, and would either park on-site or in nearby parking facilities that currently have available parking during the day.

Although the traffic and parking effects of construction would not be considered significant impacts and therefore mitigation measures are not required, the following improvement measures would assist in minimizing construction traffic and parking impacts:

- Limit truck movements to the hours between 9:00 a.m. and 3:30 p.m. (or other times, if approved by the Department of Parking and Traffic (DPT)), to minimize disruption of the general traffic flow on adjacent streets during the a.m. and p.m. peak periods.
- To improve operating conditions, the project sponsor and construction contractor(s) would meet with the Traffic Engineering Division of DPT, the Fire Department, Muni, and the Planning Department to determine feasible measures to reduce traffic congestion, including disruption and pedestrian circulation conditions.
- To accommodate the temporary parking demand of construction workers, the project sponsor would need to make arrangements at parking facilities in the area or shuttle workers in from outside the area.

In summary, the proposed project would not result in significant adverse impacts on traffic, transit, parking, loading, pedestrian, or bicycle conditions.

E. SHADOWS

The Initial Study (see Appendix A) found that the height of the new east wing building could potentially shade the Chinese Playground located just north of the proposed project, across Sacramento Street and determined that further assessment in the EIR was required.

SETTING

Saint Mary's Square, Portsmouth Square and the Chinese Playground are three Recreation and Park Department open space areas in the project vicinity protected by Section 295 of the *Planning Code*, Height Restrictions on Structures Shadowing Property under the jurisdiction of the Recreation and Park Commission. Section 295 of the *Planning Code* was adopted in response to Proposition K (passed November 1984) in order to protect certain public open spaces under the jurisdiction, or to be acquired by, the Recreation and Parks Commission, from shadowing from new structures or additions higher than 40 feet during the period between one hour after sunrise and one hour before sunset, year round, unless the Planning Commission, in consultation with the Recreation and Park Commission, finds the impact to be less than significant. Although the proposed project would not change the exterior of the existing 45-foot-tall Chinatown YMCA and the proposed east wing building would be less than 40 feet (39-feet, 9-inches) and therefore not subject to Section 295, a shadow analysis was prepared for the proposed project because it is located across from the Chinese Playground, specifically the play facilities at the playground.

In 1989, the Planning Commission adopted shadow criteria for 14 downtown parks, including an Absolute Cumulative Limit for new shadow for each of the parks and set forth qualitative criteria for assessing new shadow. For projects that would affect parks for which a quantitative limit was established, shadow impacts have typically been judged less than significant if the project would not exceed the Absolute Cumulative Limit. In establishing the Absolute Cumulative Limits for these downtown parks, the Commissions (Planning and Recreation and Park) have established a "no new shadow" for smaller parks (of less than two acres) where 20 percent of the potential "Prop. K" sunlight was already removed by the then-existing shadows. The "no new shadow" standard was applied to nine downtown parks, including the Chinese Playground located across from the project site.

The Chinese Playground occupies a large mid-block area of approximately 25,592 sq.ft. (about half an acre) across Sacramento Street from the existing YMCA building. The Chinese Playground is west of, and

uphill from, the YMCA's eastern courtyard, the site of the proposed east wing building addition (see Figure 12, page 60). The playground contains a clubhouse with one large multi-purpose room, an outdoor full basketball court, a tennis court, two children's play structures, and a volleyball court on several levels. The clubhouse is located at the northeast corner of the lower level play area, and it has a small, enclosed basketball court on its roof. The lowest level of the playground along Sacramento Street and across the street from the existing YMCA building is a children's play area with play equipment. West of the children's play area is an upper level with tennis courts.

Existing buildings on Sacramento and California Streets and Grant Avenue, including the existing YMCA structure, cast shadow on the Chinese Playground year-round, particularly in the early morning hours when the sun is low. Using the 3,721 Proposition K hours, the Chinese Playground has a theoretical potential of approximately 95.238 million-square-foot-hours of Proposition K sunlight available year-round.[38] The Planning Department determined that the existing shadow coverage on the Chinese Playground is 50.245 million-square-foot hours of existing shadow, or 52.8 percent coverage.[39]

IMPACTS

Significance Criteria

Under CEQA, a project would have a significant effect on the environment if it were to create new shadow in a manner that substantially affects outdoor recreation facilities or other public areas. In San Francisco, as discussed above, Section 295 of the *Planning Code* sets forth the criteria for restricting net new shadow on public open spaces under the jurisdiction of the Recreation and Park Commission.

Impact Analysis

An independent consultant prepared a shadow analysis to determine whether the proposed project's new east wing building would cast net new shadow on the Chinese Playground.[40] Because the proposed project would not significantly alter the exterior of the existing YMCA building, the existing shadow cast by the building would not change. The proposed project's east wing building addition—although not

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[38] Chuck Bennett, ESA Associates, *Chinatown YMCA Section 295 Shadow Study for the Chinese Playground, San Francisco, California,* April 10, 2006. This report is part of project file 1999.536K and available for public review by appointment at the Planning Department, 1650 Mission Street, Suite 400, San Francisco.

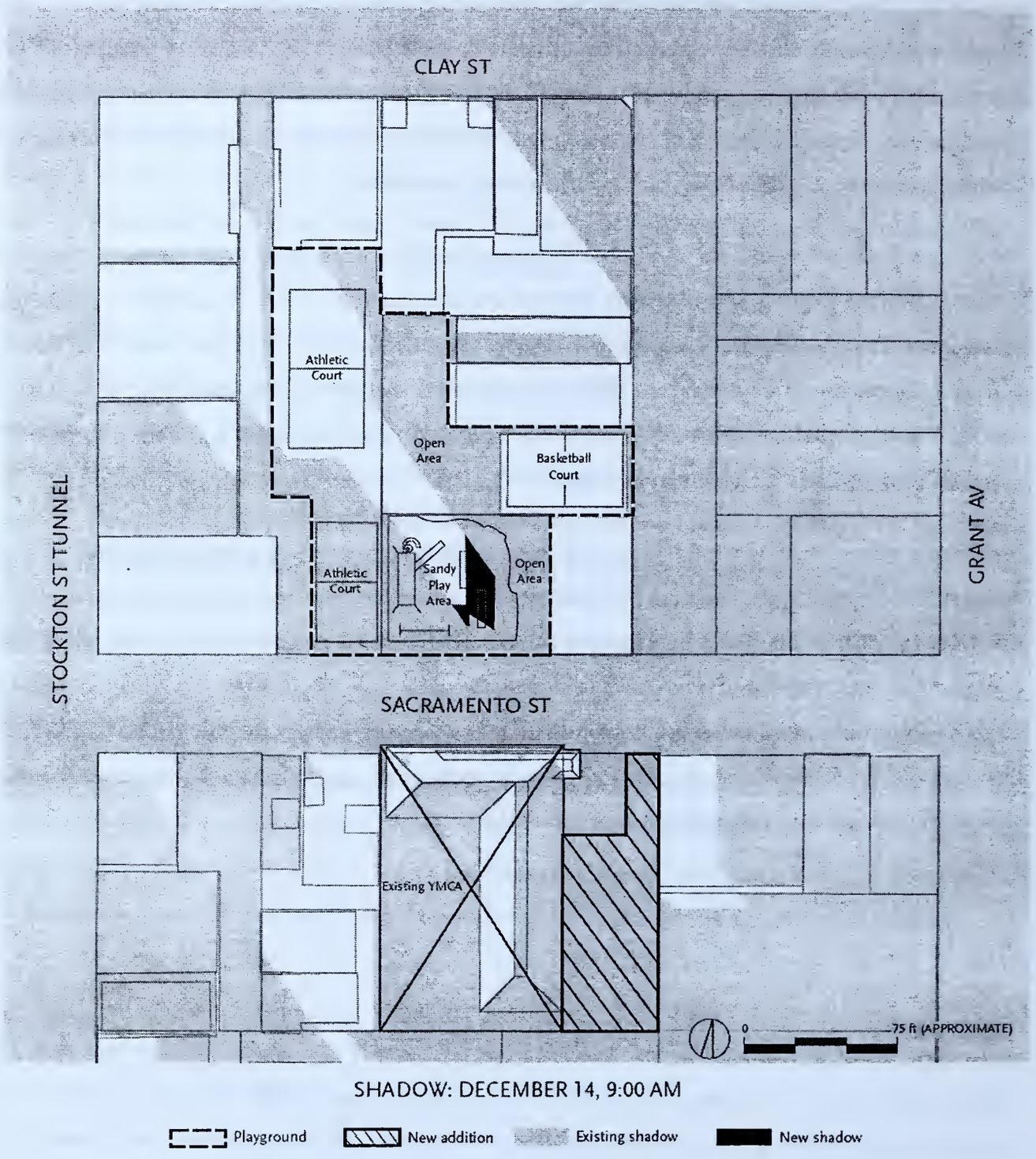
[39] Chuck Bennett, ESA Associates, April 10, 2006.

[40] Chuck Bennett, ESA Associates, April 10, 2006.

exceeding 40 feet in height—would affect less than 0.03 percent of potential sunlight on the Chinese Playground. It would cast new shadow on an approximately 500-sq.ft. (20 feet x 25 feet) portion of an open sand-covered play area for approximately 15 to 90 minutes between October and March before 10:15 a.m. (see Figure 20, page 106), including two of the play structures west of the Sacramento Street entrance gate on the Chinese Playground's lowest level playground.

The proposed project would cast about 21,351 square-foot-hours of shadow on the Chinese Playground. Compared to the existing approximately 95.238 million square-foot-hours of sunlight available year-round at the Playground, this new shadow would be approximately 0.0224 percent of the total potential sunlight. The maximum amount of new shadow at any one time would be approximately 506 sq.ft. at 9:00 a.m. on December 14 (one week from the winter solstice) and would affect less than 0.03 percent of potential sunlight on the Chinese Playground.

Because the project shadow would occur only in the early morning (in hours before 10:15 a.m. PDT and 9:15 a.m. PST), would affect less than 0.03 percent of potential sunlight, and would occur for a relatively small portion of the park area, the proposed project would not be expected to adversely affect use or enjoyment of the Chinese Playground, and the Planning Commission, in consultation with the Department of Parks and Recreation, has found that the proposed project's shadow impact would be less than significant. Therefore, the new shadow created by the proposed project on the Chinese Playground would not be considered a significant environmental effect.



Source: Chuck Bennett, ESA

6-19-02

Maximum New Shadow on Chinese Playground Cast by the Proposed Project Addition Figure 20

F. GROWTH INDUCEMENT

Three conditions make a project growth inducing: (1) its construction and use would encourage a substantial population increase; (2) it would indirectly stimulate new development that would not occur without the proposed project; and (3) it would involve new infrastructure (such as water or sewer utilities) with capacity to serve other projects. With the proposed project's addition of approximately 20,565 sq.ft. of new recreational and community space, the average daily user population of the Chinatown YMCA would increase from approximately 205 on-site facility users (health and fitness members, program participants, and community users) and 22 staff, with 6 to 8 staff in the facility at any one time, to approximately 585 facility users and approximately 30 to 35 staff persons, with 12 to 15 staff on site at any given time—an increase of approximately 380 facility users and up to 13 employees. Because the proposed project would primarily expand existing recreational and community services to meet anticipated demand, and secondarily would add four residential hotel rooms, the proposed project would not induce substantial growth or concentration of population beyond that which would have occurred without the proposed project. For these reasons, the proposed project would not cause significant growth-inducing impacts.

G. AREAS OF CONTROVERSY AND ISSUES TO BE RESOLVED

The primary issue to be resolved with the proposed project is the potentially significant and unavoidable historical architectural resources impact on the east façade of the existing building. The construction of the east wing would alter the original entrance of the Chinatown YMCA and remove or block from public view several character-defining features along the east façade.

As indicated in the project description, a previous Draft EIR was published on March 23, 2002 (SCH No. 2001072066) for the previously proposed project on the site, namely the demolition of the existing YMCA building and construction of a new seven-story, 65-foot-tall, approximately 84,190-sq.ft. YMCA building with a first floor partially below grade. Although the proposed project does not include demolition, comments received from the public and Landmarks Preservation Advisory Board that related to the project site or existing structure would still apply to the current proposed project. Such concerns expressed at that time included dewatering and storm water management requirements during project construction, relocation of existing tenants, potential impact to an historical resource, level of hazardous material abatement, traffic, parking, and transit-related impacts to the area, potential shadowing of the Chinese playground, and potential blocked views in the area. These items were discussed and evaluated in the Initial Study (Appendix A) and this Draft EIR.

The project's effects on historic resources are evaluated in this EIR under the Historical Architectural Resource section on pages 73 to 86. The proposed project would have a significant impact on historic resources. The potential shadowing of the Chinese playground is discussed in this EIR in the Shadow section on pages 103 to 106. The additional shadow cast by the project would be less than significant.

IV. MITIGATION AND IMPROVEMENT MEASURES

In the course of project planning and design, measures have been identified that would reduce or eliminate potentially significant environmental impacts of the proposed project. These measures are typically either incorporated as part of the proposed project or added as conditions of approval by decision-makers during the project review period. Implementation of some measures may be the responsibility of public agencies. Additional measures have been identified that would reduce already less-than-significant impacts.

Measures discussed below are divided into two categories: (1) mitigation measures that would avoid potentially significant impacts; and (2) improvement measures proposed to improve project effects that would not be considered significant impacts. Measures from the Initial Study (see Appendix A) proposed as part of the proposed project are indicated with an asterisk (*). Mitigation Measure 1 and the construction transportation improvement measures were added as part of this DEIR.

The project sponsor has agreed to implement all measures in Chapter IV: Mitigation and Improvement Measures.[41]

A. MITIGATION MEASURES

Mitigation Measure 1

HISTORICAL ARCHITECTURE

There are few, if any, measures that can mitigate the loss of the historical entrance features of this historically significant building to a less-than-significant level. It is not possible, under CEQA, to mitigate the loss of a resource significant for its historic association and architecture with photographic

[41] YMCA, October 9, 2007. This mitigation agreement is part of project file 1999.536E and available for public review by appointment at the San Francisco Planning Department, 1650 Mission Street, Suite 400, San Francisco.

documentation, original architectural plans, or salvaged materials. Therefore, impacts related to the construction of the east wing addition to the Chinatown YMCA building would remain significant and unavoidable.

- Prior to construction of the east wing building, the project sponsor shall provide adequate documentation of the existing building. The documentation shall be submitted to the City and County of San Francisco Planning Department and found to be adequate prior to authorization of any permit that may be required for construction of the building. In addition, the project sponsor shall prepare and transmit the photographs and descriptions of the property to the History Room of the San Francisco Public Library and the Northwest Information Center of the California Historic Information Resource System. The documentation shall include:
  - A video documentary of the property.
  - Photo-documentation of the property to Historic American Building Survey Standards. The standard size of negatives and transparencies (and accompanying prints) is 5-by-7 inches. Other large-format sizes such as 4-by-5 inches and 8-by-10 inches are also acceptable for formal documentation. Roll film, film packs and electronic manipulation of images are not acceptable.
  - Images must be fully identified with the name and location of the structure, a description of the feature or view being photographed and the direction in which the photograph was taken, as well as the name of the photographer and the date created.
  - Black and white, 35-millimeter photographs of the interior and exterior of the building. Negatives and 5-by-7 inch prints should be processed to meet archival requirements (i.e., negatives must be on safety film only; resin-coated paper is not accepted).
  - The available original plans of the building shall be included as part of the documentation. All drawings and site plans shall be appropriately conserved at the site or at a qualified repository.
- Prior to construction, the project sponsor shall salvage the character-defining elements of the existing building that are considered to be historically significant, as determined by a qualified architectural historian (and can feasibly be salvaged), and shall seek to donate those elements to an organization such as a local historical society. The features to be salvaged shall be determined by the City following consultation with a qualified historic resources firm. Features to be salvaged should include primary character-defining features. The City, prior to the issuance of building permits, shall confirm donation of the materials to the historical society or other entity approved by the City.

No additional mitigation is feasible for impacts related to demolishing, altering, removing, or obscuring the historical, sinicized decorative entrance elements on the east wall of the existing building and the associated entrance staircase, the entrance gate, and the ornamental fence due to the limited options available from the east wing addition as proposed.

* **Mitigation Measure 2**

ARCHEOLOGICAL RESOURCES (TESTING)

Based on a reasonable presumption that archeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archeological consultant having expertise in California prehistoric and urban historical archeology. The archeological consultant shall undertake an archeological testing program as specified herein. In addition, the consultant shall be available to conduct an archeological monitoring and/or data recovery program if required pursuant to this measure. The archeological consultant's work shall be conducted in accordance with this measure at the direction of the Environmental Review Officer (ERO). All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archeological monitoring and/or data recovery programs required by this measure could suspend construction of the proposed project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce potential effects on a significant archeological resource as defined in CEQA Guidelines Section 15064.5 to a less-than-significant level.

Archeological Testing Program: The archeological consultant shall prepare and submit to the ERO for review and approval an archeological testing plan (ATP). The archeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archeological testing program will be to determine to the extent possible the presence or absence of archeological resources and to identify and to evaluate whether any archeological resource encountered on the site constitutes an historical resource under CEQA.

At the completion of the archeological testing program, the archeological consultant shall submit a written report of the findings to the ERO. If based on the archeological testing program the archeological consultant finds that significant archeological resources may be present, the ERO in consultation with the archeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archeological testing, archeological monitoring, and/or an archeological data recovery program. If the ERO determines that a significant archeological resource is

present and that the resource could be adversely affected by the proposed project, the project sponsor can either:

A. Redesign the proposed project so as to avoid any adverse effect on the significant archeological resource; or

B. Implement a data recovery program unless the ERO determines that the archeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

Archeological Monitoring Program: If the ERO in consultation with the archeological consultant determines that an archeological monitoring program shall be implemented, the archeological monitoring program shall minimally include the following provisions:

- The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO in consultation with the archeological consultant shall determine what project activities shall be archeologically monitored. In most cases, any soils-disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archeological monitoring because of the risk these activities pose to potential archeological resources and to their depositional context;
- The archeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archeological resource;
- The archeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with project archeological consultant, determined that project construction activities could have no effects on significant archeological deposits;
- The archeological monitor(s) shall record and be authorized to collect soil samples and artifactual or ecofactual material as warranted for analysis.

If an intact archeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archeological monitor(s) shall be empowered to temporarily redirect demolition/ excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile driving activity may affect an archeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archeological resources are encountered, the archeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

Archeological Data Recovery Program: The archeological data recovery program shall be conducted in accord with an archeological data recovery plan (ADRP). The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archeological resource is expected to contain. The ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

Human Remains and Associated or Unassociated Funerary Objects: The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and Federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage

Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Section 5097.98). The archeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of human remains and associated or unassociated funerary objects with appropriate dignity (CEQA Guidelines, Section 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

Final Archeological Resources Report: The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historical Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

* **Mitigation Measure 3**

CONSTRUCTION AIR QUALITY

Consistent with the BAAQMD's dust control measures, the project sponsor shall require the construction contractor(s) to spray unpaved construction areas of the project site with non-potable water during excavation, grading, and site preparation activities at least twice per day; to cover stockpiles of soil, sand and other such material on-site and during hauling; and sweep surrounding streets during these periods at least once per day to reduce particulate emissions. Ordinance No. 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. The project sponsor shall require the construction contractor(s) to obtain reclaimed water from the Clean Water Program for this purpose.

The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as prohibiting idling motors when equipment is not in use or when trucks are waiting in queues, and implementing specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

* **Mitigation Measure 4**

OTHER HAZARDOUS BUILDING MATERIALS (PCBS, MERCURY, LEAD AND OTHERS)

The project sponsor shall ensure that pre-construction building surveys for PCB- and mercury-containing equipment (including elevator equipment), hydraulic oils, fluorescent lights, lead, mercury and other potentially toxic building materials are performed prior to the start of renovation. Any hazardous building materials so discovered would be abated according to federal, state, and local laws and regulations.

B. IMPROVEMENT MEASURE

Improvement Measure 1

CONSTRUCTION-RELATED TRANSPORTATION IMPACTS

To reduce the construction-related transportation impacts, the project sponsor would implement the following measures:

- Limiting truck movements to the hours between 9:00 a.m. and 3:30 p.m. (or other times, if approved by the Department of Parking and Traffic (DPT)), thereby minimizing disruption of the general traffic flow on adjacent streets during the a.m. and p.m. peak periods.
- To improve operating conditions, the project sponsor and construction contractor(s) would meet with the traffic Engineering Division of DPT, the Fire Department, Muni, and the Planning Department to determine feasible measures to reduce traffic congestion, including traffic disruption and pedestrian circulation conditions.
- To accommodate the temporary parking demand of construction workers, the project sponsor would need to make arrangements at parking facilities in the area or shuttle workers to the project area from outside the area.

V. SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED

In accordance with Section 21067 of the California Environmental Quality Act (CEQA), and with Sections 15040, 15081, and 15082 of the State CEQA Guidelines, the purpose of this chapter is to identify impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the project, or by other mitigation measures that could be implemented, as described in Chapter IV: Mitigation and Improvement Measures. This chapter is subject to final determination by the San Francisco Planning Commission as part of the certification process for the EIR. If necessary, this chapter will be revised in the Final EIR to reflect the findings of the Planning Commission.

As described in Chapter III, Section C: Historical Architectural Resources, construction of the proposed project's east wing addition would compromise historically important design features of the original principal (east) façade and entrance: the ornately decorated front fence would be removed and not reused; the main stairs from the gate leading to the first-floor porch would be demolished; the view of the first and second floors of the rear two-thirds of the east wall would be obscured, including the ornately decorated central bay; the hooded carved wooden doors on opposite sides of the east wall's central bay would be preserved and reused in the interior of the new building; the first and second floor balconies would be removed; and the wooden columns between the two wooden doors and the ornately decorated windows on the first and second floors would be covered and obscured from view. The red-tile-roofed entrance gate would be renovated and reused as the primary entrance to the YMCA. Considering all of the above, the proposed project would fail to comply with the Secretary of Interior's Standards by demolishing or altering historical features of the east façade and entrance to the existing building and of the associated stairs, gate, and ornamental fence; and by the wholesale obscuring of the eastern façade from public view.

The Chinatown YMCA is an architecturally important historic resource within the 1986 (Proposed) Chinatown Historic District, and a substantial adverse impact on this building will have an adverse impact on the district as whole.

Implementation of Mitigation Measure 1, pages 109 and 110, would reduce the impact by documenting the existing building and salvaging character-defining materials from the project site, but the impact would remain significant and unavoidable. Should the Planning Commission approve the project as proposed, it would be required to make a finding that the proposed project would have a significant project-specific environmental impact and would adopt a Statement of Overriding Considerations.

VI. ALTERNATIVES TO THE PROPOSED PROJECT

This chapter identifies alternatives to the proposed project and discusses environmental impacts associated with each alternative. Project decision-makers could adopt any of the following alternatives instead of the proposed project if that alternative would substantially reduce or eliminate significant environmental impacts identified for the proposed project, the alternative is determined feasible, and the alternative will attain most of the project objectives. The determination of feasibility will be made by City decision-makers based on substantial evidence in the record, which shall include, but not be limited to, information presented in this Draft EIR and comments received on it.

Alternatives were selected that would reduce identified impacts of the proposed project. In summary, under the CEQA-required No Project Alternative, there would be no change on the project site. The Renovation of the Existing Building Alternative would not construct the east wing building but would renovate the existing building, which would avoid the significant and unavoidable historical resources impact but would not meet the primary objective of the project, which is to provide a larger recreation and community service space for the community. The Preservation Alternative would incorporate the existing building's significant, character-defining historical architectural features into a reconfigured east wing addition that would avoid their destruction, removal, or view blockage, and would not have the proposed project's significant and unavoidable historical resources impact. The project sponsor also considered expanding the Chinatown YMCA to the west and determined that such an option was not feasible due to cost and programmatic needs.

Decision-makers could also consider other alternatives, but additional environmental assessment may be required if the proposed uses were to differ substantially from the land use profiles analyzed for the proposed project or the alternatives.

ALTERNATIVE A: NO PROJECT

CEQA and the State CEQA Guidelines require EIRs to include a No Project Alternative for the purpose of allowing decision-makers to compare the effects of the proposed project with the effects of not approving a project.

Description

This alternative would entail no changes to the project site. Under the No Project Alternative, the existing 25,950 sq.ft. Chinatown YMCA building, other elements on the project site and the existing land use would remain. The YMCA facility would not be renovated, or expanded with the east wing and Sabin Place additions, and none of the existing architectural features would be altered. As under existing conditions, the mix of 10 tourist and 21 residential hotel rooms would remain as well as the inefficient sports facilities and the ADA inaccessibility to the YMCA facilities. This alternative would not preclude subsequent proposals for redevelopment of the project site.

Impacts

If the No Project Alternative were implemented, none of the impacts discussed in Chapter III: Environmental Setting and Impacts of this document and in the Initial Study (Appendix A) associated with the proposed project would occur and none of the mitigation measures for the proposed project would be required. This alternative would avoid or reduce all of the potentially significant operational and construction-related impacts, including the significant unavoidable historical architectural resource impact of constructing the east wing addition and the less-than-significant new shadow on the Chinese Playground. No construction would occur, and therefore there would be no construction-related noise, air quality, or transportation impacts, nor would there be a potential for exposure to hazardous materials related to existing building materials. Similarly, without ground disturbance potential archeological resources would not be affected. There would be no increase in vehicle travel or transit use, or aesthetic changes to the project site. Other less-than-significant effects described in the Initial Study (see Appendix A) would not occur with this alternative, including land use, aesthetics, population, operational and construction noise, air quality, wind, geology and public services. The No Project Alternative would not meet the key objective of the project sponsor, the YMCA of San Francisco, for modernizing and expanding the existing health and fitness center and community facilities to better serve the community and new members with a larger, more integrated facility. Specifically, it would not meet Objective 1 to build a new aquatic center and expand the youth swimming program. It would not meet Objectives 2 and 3 to have a modern wellness center with youth community and fitness programs; nor would it meet

Objective 4, to double the size of the existing recreation and community space. It also would not meet Objective 5, to have financially feasible expanded health, fitness and community program, activities, and facilities.

ALTERNATIVE B: RENOVATION OF THE EXISTING BUILDING

Description

Alternative B, the Renovation of Existing Building Alternative, would not include the east wing or rear addition, but would propose to renovate the interior of the existing YMCA facility. This alternative would therefore retain the building's character-defining features. Specifically, the third floor renovations that would eliminate the ten existing tourist hotel rooms, add four residential hotel rooms, and modernize the kitchen area would still occur under this alternative. The primary entrance would continue to be on Sacramento Street. The existing building's height, massing, and other external features would remain unchanged. Compared to the proposed project's larger, 48,745 sq.ft. integrated facility, the Renovation of the Existing Building Alternative's 25,950 sq.ft. would be about half that of the proposed project.

Impacts

Unlike the proposed project, the Renovation of the Existing Building Alternative would not demolish, alter, or obscure any of the historical architectural features of the existing east façade and original formal entrance to the YMCA building. It would not demolish the main entrance stairways, or remove the ornate decorative front fence. As a result, this alternative would avoid the proposed project's significant unavoidable historical resource impact. Without the additional construction associated with the east wing building and the Sabin Place rear additions, and with little change to services and user and employee population, this alternative would avoid most of the proposed project's less-than-significant impacts, such as, population, aesthetics, operational noise, air quality, shadow, wind, geology and seismicity, hydrology and water quality, and energy.

Since the Renovation of the Existing Building Alternative would be significantly smaller than the proposed project, essentially consisting of interior renovations and some changes to existing programs and residential hotel units, there would be minimal growth to YMCA program and patrons. With renovation, daily person-trips and peak hour vehicle trips and parking demand would alter, but these changes in traffic and parking would not be substantially different from the existing facility. Aside from the construction-related transportation, noise, and air quality impacts, this alternative would, considering environmental effects, be similar to the No Project Alternative. Construction-related effects including air

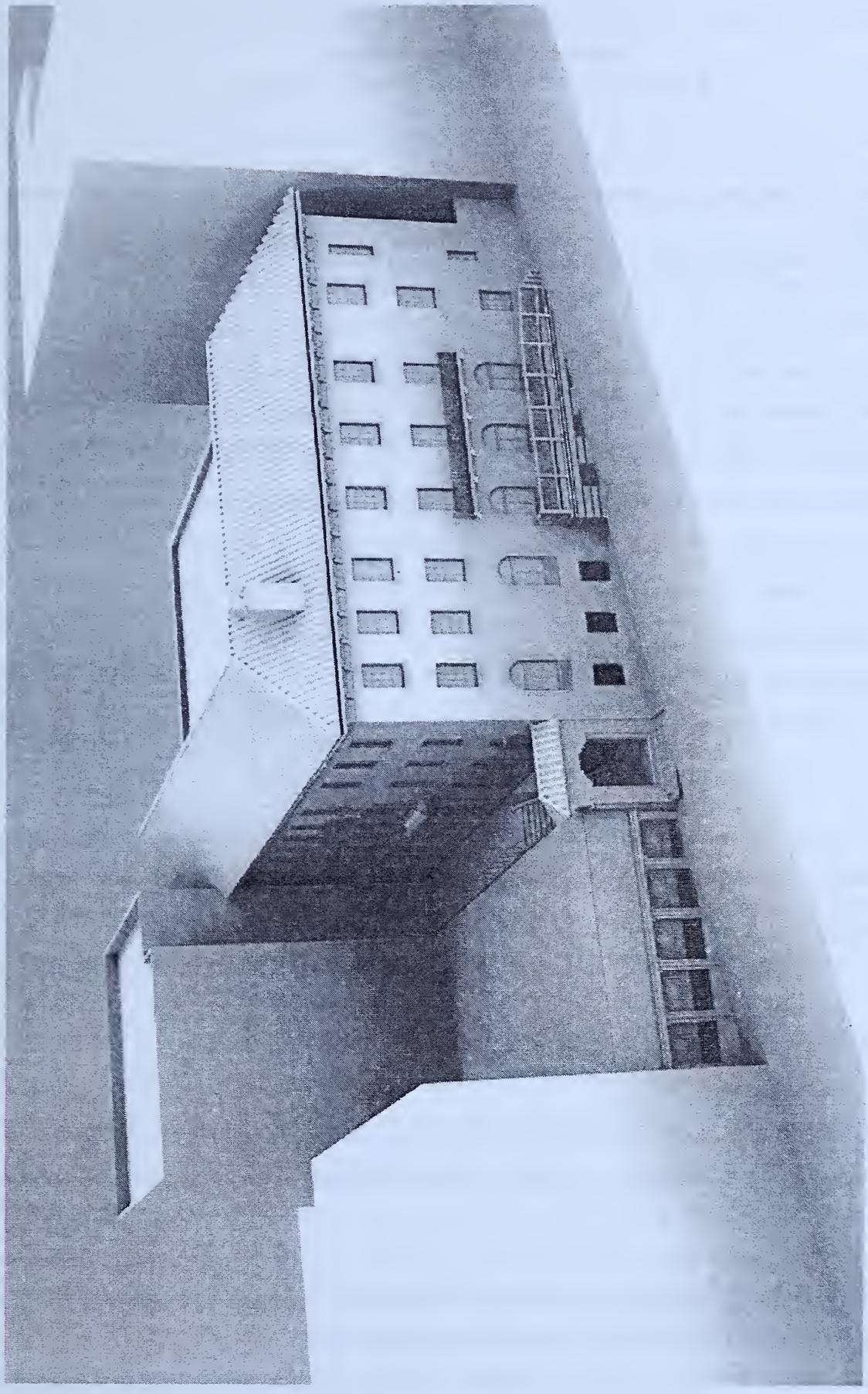
quality, transportation, and noise effects would be on a smaller scale than the proposed project because they would consist of interior renovations. Archeological cultural resources would be avoided, as would construction-related water quality, but hazardous materials effects with renovation would remain. There would be no changes on-site, minimal visitor/staffing changes, and the transition from tourist to residential hotel would not be considered a substantial land use change. Similarly, the demand for utilities and services systems, and public services would not substantially change and would, therefore, be less than the proposed project.

The Renovation of the Existing Building Alternative would not meet the project sponsor's key objective of modernizing and expanding the existing health and fitness center and community facilities to better serve the community and new members with a new, larger, more integrated facility. Specifically, it would not meet Objective 1 to build a new aquatic center and expand the youth swimming program. It would not meet Objectives 2 and 3 to have a modern wellness center with youth community and fitness programs; nor would it meet Objective 4, to double the size of the existing recreation and community space. It also would not meet Objective 5, to have financially-feasible expanded health, fitness and community programs, activities, and facility.

ALTERNATIVE C: PRESERVATION OF HISTORIC FEATURES

Description

Alternative C would feature a five-story addition with four stories set back from Sacramento Street above a ground floor pool. The setback alternative would retain the ground floor for a three-full-lane pool. The alternative would set back at the second floor to the rear third of the existing eastern courtyard, beyond the central bay of the east façade (see Figure 21, page 123). The public view of the central bay from Sacramento Street would be preserved. To meet the program objectives and provide space for health and fitness activities, four additional floors would be added above the ground floor, extending approximately three feet above the roof-line of the existing building. The new structure would be approximately 65 feet tall, five stories above the ground floor pool and would be located just south of the central bay, at the rear of the site. The new addition with two additional levels (compared to the project) would be approximately 21,000 sq.ft. (compared to the approximately 19,400-sq.ft. proposed project). In order to retain the original gate and entrance stairs, the ground floor pool would be reduced to three full lanes and two 1/3rd lanes, compared to five lanes for the proposed project.



Source: ED-2
9.11.07

Isometric Model of the Preservation Alternative Figure 21

Table 4

Historical Architectural Impacts
Proposed Project and Preservation Alternatives

Preservation Elements						
Entrances and Doors	**East Wall Windows**	**East Wall Balconies**	**Entrance Stairs**	**Entrance Porch**	**Front Fence/ Land. Strip**	**Front Gate**
Proposed Project View of east wall will be obstructed by 1st and 2nd floors of the new building.						
√	C (at 1st, 2nd and 3rd floors)	X	X	X	X / R	√
Alternative C: Preservation The new five-story building would be setback above the ground floor about two-thirds of the site distance from Sacramento Street.						
√	¾ E (at 1st and 2nd floors)	E	√	√ Δ	√ Δ (Landscaped strip retained)	√
Alternative D: Partial Preservation The new building would feature a partial setback from the east wall.						
√	¾ E (at 1st and 2nd floors)	E	X	B X	X / R	√

Notes:

√ Preserved / Retained
X Demolished
√ Δ Retained with modification
X / R Demolished / Removed
B X Balcony Demolished
E Exposed
C Covered

Source: During Associates, 2007

The original entrance stairs and porch would be preserved, as well as the existing ornate balconies on the second, third and fourth floors of the east façade of the existing building and the fence along Sacramento Street.

The Preservation Alternative would preserve the architecturally historic features of the YMCA building as shown in Table 4, page 124. Similar to the proposed project, this alternative would also include the addition to the rear of the existing building at Sabin Place and the change of hotel rooms to residential

units, however there would be a reduction of three residential units to accommodate the additional two floors.

Impacts

The Preservation Alternative by preserving all architecturally historic features in place and views of these features would avoid the significant and unavoidable historical architectural resources impact of the proposed project. Compared to the proposed project, the Preservation Alternative's transportation and parking effects would be similar because both facilities would be about the same size. The operating conditions and the levels of congestion at the key intersections studied would be similar to those of the proposed project (less than significant). This alternative's similar size and intensity would yield similar impact levels for other less-than-significant effects evaluated in the Initial Study (see Appendix A), including land use, population, noise, air quality, wind, geology, hazards, utilities and public services. The aesthetics of the alternative would be different than the proposed project as the building envelope would be a taller and narrower mass, sited at the rear of the site, and two stories higher than the proposed project. The 65-foot-high structure would not cast new shadows on the Chinatown due to the setback distance from Sacramento Street. Construction-related effects including air quality, transportation, noise, and hazardous materials effects would be similar to those of the proposed project. Archeological cultural resources, water quality, and hazardous materials effects would still remain.

Measures identified in Chapter IV (Mitigation Measure 2, 3, and 4 and Improvement Measure 1) would still apply for Alternative C: Preservation Alternative to reduce potential construction-related impacts to archeological cultural resources, air quality, and hazardous materials (lead, mercury, PCBs and others) to less-than-significant levels.

The Preservation of Historic Features Alternative would not fully meet Objective 1 (to build a new aquatic center and expand the youth swimming program) because a smaller pool and fewer lanes would compromise pool operations. It would not fully meet Objectives 2 and 3 (to have a modern wellness center with youth community and fitness programs) as the new center circulation space would be restricted on four floors and there would not be an ADA-accessible entry at the ground floor. The alternative would meet Objective 4, (to double the size of the existing recreation and community space). The alternative would also not meet Objective 5, (to have financially-feasible expanded health, fitness and community programs, activities, and facility) as the set back structure would be more costly and three residential units would be lost.

Alternative C, the Preservation Alternative, by avoiding the impact to historical architectural resources would be the environmentally superior alternative.

ALTERNATIVE D: PARTIAL PRESERVATION OF HISTORIC FEATURES

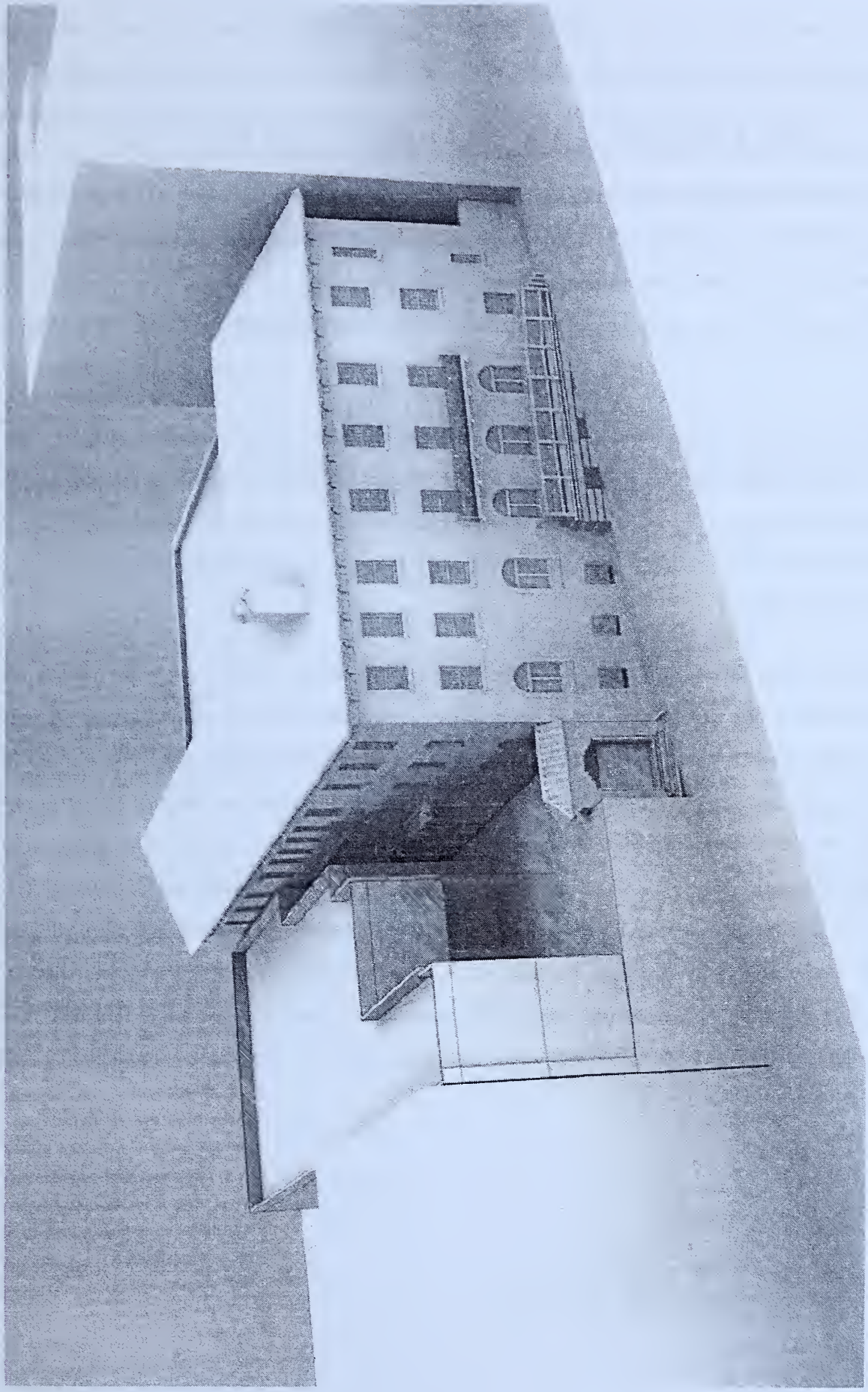
Description

Alternative D, the Partial Preservation of Historic Features Alternative, utilizes an atrium area along the eastern façade, and would preserve some of the character-defining historic architectural features of the existing building such as: recessed entrance doors and the front gate (similar to the project), the central bay of the east façade which includes the windows and balconies (unlike the project). Other features, namely the entry stairs and porch and the front fence, would be removed (like the project). Similar to the proposed project, the rear addition to the existing building at Sabin Place and interior renovation of residential units would remain.

The Partial Preservation alternative would feature an open area (or atrium) at the first and second floors in the center of the proposed project. The atrium would be about six feet wide, extending the length of the central bay of the eastern façade. The porch and entrance stairs would be removed, but the front gate would be preserved as a primary entrance (see Figure 22, page 127). The central bay of the east wall would be retained, but it would only be partially visible to the public from Sacramento Street and would not function as a major entrance to the facility. The ground floor pool and lockers, reception and administrative facilities would be similar to the proposed project. The interior corridor would be smaller than the proposed project corridor on the first floor and the health and fitness area of the second floor would be smaller than the proposed project health and fitness area. The new addition under this atrium variant would be approximately 18,900 sq.ft. (compared to the approximately 19,400-sq.ft. proposed project).

Impacts

The Partial Preservation Alternative would avoid some of the significant and unavoidable historical architectural resources impacts of the proposed project but would still restrict public view of the central east entrance, and would not retain the porch and entrance stairs, both character-defining features of the existing building. Thus, there would still be an unavoidable significant historical architectural resources impact and a significant historical resources impact to the surrounding proposed historic district.



Source: ED-2

Isometric Model of the Partial Preservation Alternative Figure 22

Compared to the proposed project, the Partial Preservation Alternative's transportation and parking effects would be similar to the proposed project because both facilities would be about the same size. Less-than-significant effects to the operating conditions and the levels of congestion at the key intersections studied would be similar to those of the proposed project. This alternative would have similar impacts for the other less-than-significant effects of the proposed project evaluated in the Initial Study (see Appendix A), including land use, aesthetics, population, construction and operational noise, air quality, wind, geology and seismicity, hazards, utilities and public services. Construction-related effects including air quality, transportation, noise, hazardous materials, and archeological resources effects would be about the same as the proposed project.

Mitigation measures (1, 2, 3, and 4 and Improvement Measure 1) identified for the proposed project would also reduce to less-than-significant levels the impacts of both this alternative and the proposed project for construction-related impacts to archeological cultural resources, air quality, and hazardous materials (lead, mercury, PCBs and others). Mitigation measure 1 would still apply to those historic features that would be removed with this alternative.

Alternative D; Partial Preservation of the Historic Features Alternative would meet some of the project sponsor's objectives of expanding and modernizing the facility. This Alternative would meet Objective 1, (to build a new aquatic center and expand the youth swimming program). It would not fully meet Objectives 2 and 3, (to have a modern wellness center with youth community and fitness programs) as the new center circulation space would be restricted on the second and third floors. The alternative would meet Objective 4, (to double the size of the existing recreation and community space). The alternative would also not meet Objective 5 (to have financially-feasible expanded health, fitness and community programs, activities, and facility), as it would require an elevator, which would cost approximately $150,000, and could trigger a full structural upgrade of the existing building to meet current *Building Code* requirements, which could result in structural costs approximately $1.2 million more than with the proposed project.

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NEARBY PROPERTY OWNERS AND OCCUPANTS

NOTE: In addition to those identified above, owners of properties within 300 feet of the project site and tenants of properties adjacent to the project site are on the distribution list. The complete list is available for review by appointment as part of Project File No. 1999.536E at the San Francisco Planning Department, 1650 Mission Street, Fourth Floor, San Francisco, California 94103.

VIII. EIR AUTHORS, PROJECT SPONSOR TEAM, AND PERSONS CONSULTED

EIR Authors

Planning Department, City and County of San Francisco
Major Environmental Analysis
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San Francisco, CA 94103

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Project Architect

ED2 INTERNATIONAL

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James Yee

IX. APPENDICES

Appendix A: Initial Study

Appendix B: Transportation Definitions

Appendix A

Initial Study

PLANNING DEPARTMENT

City and County of San Francisco • 1660 Mission Street, Suite 500 • San Francisco, California • 94103-2414

MAIN NUMBER	DIRECTOR'S OFFICE	ZONING ADMINISTRATOR	PLANNING INFORMATION	COMMISSION CALENDAR
(415) 558-6378	PHONE: 558-6411	PHONE: 558-6350	PHONE: 558-6377	INFO: 558-6422
	4TH FLOOR	5TH FLOOR	MAJOR ENVIRONMENTAL	INTERNET WEB SITE
	FAX: 558-6426	FAX: 558-6409	FAX: 558-5991	WWW.SFGOV.ORG/PLANNING

December 9, 2006

To Responsible Agencies, Trustee Agencies, and Interested Parties:

RE: Case No.: 1999.0536E - 855 Sacramento Street; Chinatown YMCA Renovation & Building Additions
Notice of Preparation (NOP) of Environmental Impact Report

A Notice of Preparation (NOP) of an Environmental Impact Report (EIR) for the above-reference project has been issued by the Planning Department. An Initial Study has also been prepared to provide more detailed information regarding the proposed project and the environmental issues to be considered in the Draft EIR. The NOP/Initial Study is either attached or is available upon request from **Susan Mickelsen**, who you may reach at **(415) 558-4481** or at the above address. The report may also be reviewed on-line starting on December 11, 2006, at www.sfgov.org/planning/mea. Referenced materials are available for review by appointment at the Planning Department's office at 30 Van Ness Avenue, 4th Floor. (Call 558-5990 to schedule an appointment.) This notice is sent to you because you have been identified as potentially having an interest in the project or the project area.

Project Description: The 18,906 square-foot (sf) project site (Assessor's Block 0242, Lot 027) is located on the south side of Sacramento Street in the Chinatown neighborhood. The proposed project would include: interior renovation of the existing 45-foot-tall, 25,952 sf building; and construction of a new three-story, approximately 40-foot-tall, 19,356 sf east wing addition, as well as a new four-story approximately 3,437 sf rear addition, to the existing Chinatown YMCA building. With the proposed additions, the YMCA building would total approximately 48,800 sf. Renovation of the existing building's third floor would eliminate 10 tourist hotel rooms and increase the number of residential hotel rooms from 21 to 25. The existing building is a historic architectural resource. The project site is within a Chinatown Residential Neighborhood Commercial (CR/NC) Zoning District and 65-A Height and Bulk District. The proposed project would require Conditional Use authorization from the Planning Commission for the proposed height above 35 feet, construction on a site larger than 5,000 sf, a street frontage of more than 50 feet, and an alternate location for an outdoor activity area.

As stated in the NOP, the Planning Department has determined that an EIR must be prepared for the proposed project prior to any final decision regarding whether to approve the project. The purpose of the EIR is to provide information about potential significant physical environmental effects of the proposed project, to identify possible ways to minimize the significant effects, and to describe and analyze possible alternatives to the proposed project. Please note that preparation of an EIR does not indicate a decision by the City to approve or to disapprove the proposed project. However, prior to making any such decision, the decision makers must review and consider the information contained in the EIR.

Public comments concerning the scope of the EIR are encouraged and should be mailed to to the San Francisco Planning Department, Attn. Paul Maltzer, Environmental Review Officer, Chinatown YMCA NOP/IS, 1660 Mission Street, Suite 500, San Francisco, CA 94103-2414 by **January 8, 2007**. If you have questions concerning the environmental review of the proposed project, please contact **Susan Mickelsen** at **(415) 558-4481**. If you work for an agency that is a Responsible or a Trustee Agency, we need to know the views of your agency as to the scope and content of the environmental information that is relevant to your agency's statutory responsibilities in connection with the proposed project. Your agency may need to use the EIR when considering a permit or other approval for this project. We will also need the name of the contact person for your agency.

PLANNING DEPARTMENT

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MAIN NUMBER	DIRECTOR'S OFFICE	ZONING ADMINISTRATOR	PLANNING INFORMATION	COMMISSION CALENDAR
(415) 558-6378	PHONE: 558-6411	PHONE: 558-6350	PHONE: 558-6377	INFO: 558-6422
	4TH FLOOR	5TH FLOOR	MAJOR ENVIRONMENTAL	INTERNET WEB SITE
	FAX: 558-6426	FAX: 558-6409	FAX: 558-5991	WWW.SFGOV.ORG/PLANNING

NOTICE OF PREPARATION OF AN ENVIRONMENTAL IMPACT REPORT

Date of this Notice: December 9, 2006

Lead Agency: San Francisco Planning Department
1660 Mission Street, Suite 500
San Francisco, California

Agency Contact Person: Susan Mickelson **Telephone:** (415) 558-4481

Project Title: 1999.536E: Chinatown YMCA Renovation and Building Additions
Project Sponsor: YMCA of San Francisco
Project Contact Person: Wayne Hu **Telephone:** (415) 986-1372

Project Address: 855 Sacramento Street **Assessor's Block and Lot:** Block 0242, Lot 027
City and County: San Francisco

Project Description: The proposed project would include three elements: (1) extensive interior renovation of the existing three-story over basement/ground floor, 45-foot-tall, 25,952-square-foot (sq.-ft.) building; (2) construction of a new three-story, approximately 39-foot 9-inch-tall, 19,356-sq.-ft. east wing addition; and (3) construction of a new four-story approximately 32-foot 4-inch-tall, 3,437-sq.-ft. addition to the rear of the existing Chinatown YMCA building fronting Sabin Place. With the proposed additions and renovation, the YMCA would be a larger, fully integrated facility containing approximately 48,745 square feet (sq.ft.) of expanded recreation, community services, and residential uses. Renovation of the existing building's third floor would reduce the total number of existing hotel rooms from 31 to 25 by eliminating 10 transient hotel rooms and increasing the number of residential hotel rooms from 21 to 25. The 18,906-sq.-ft. project site is located mid-block on the south side of Sacramento Street between Stockton Street and Grant Avenue on the east slope of Nob Hill. The building is a historic architectural resource. The project site is within a Chinatown Residential Neighborhood Commercial (CR/NC) Zoning District and 65-A Height and Bulk District. The proposed project would comply with existing height limits, but would require Conditional Use authorization from the Planning Commission for exceptions to the *San Francisco Planning Code (Planning Code)* pursuant to Section 303 as follows: (a) height above 35 feet in the CR/NC District (Sections 254 and 812.10); (b) new construction on a site larger than 5,000 sq.ft. (Sections 121.3 and 812.11); (c) street frontage limitation of 50 feet (Sections 145.3 and 812.14); and (d) an outdoor activity area not located at the front of the lot (Section 812.12).

THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT. AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED. This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Sections 15063 (Initial Study), 15064 (Determining Significant Effect), 15065 (Mandatory Findings of Significance), and the following reasons, as documented in the Initial Study for the project, which is attached.

Written comments on the scope of the EIR will be accepted until the close of business on **January 8, 2007**. Written comments should be sent to Paul E. Maltzer, San Francisco Planning Department, 1660 Mission Street, Suite 500, San Francisco, CA 94103.

State Agencies. We need to know the views of your agency as to the scope and content of the environmental information that is germane to your agency's statutory responsibilities in connection with the proposed project. Your agency may need to use the EIR when considering a permit or other approval for this project. Please include the name of a contact person in your agency. Thank you.

12/9/06
Date

Paul E. Maltzer, Environmental Review Officer

cc: Wayne Hu, YMCA of San Francisco, Project Sponsor; Alice Barkley, Project Attorney; Michael Li, Neighborhood Planner Northeast Quadrant; Distribution List; Supervisor Aaron Peskin, District 3; Bulletin Board; Master Decision File.

INITIAL STUDY

1999.536E Chinatown YMCA Renovation and Building Additions

I. PROJECT DESCRIPTION AND SETTING

A. PROJECT DESCRIPTION

The project site (Assessor's Block 0242, Lot 27) is located in the Chinatown neighborhood at 855 Sacramento, mid-block on the south side of Sacramento Street between Stockton Street to the west and Grant Avenue to the east (Figure 1, page 2). The approximately 18,906-square-foot (sq.-ft.) (0.43 acre) project site is a through lot between Sacramento Street and Sabin Place (off California Street) and slopes steeply along Sacramento Street, with an elevation gain of approximately twenty feet from east to west. The project site contains the Chinatown YMCA building, a three-story over partially below-grade ground floor, mixed-use building that is approximately 45 feet tall and 25,952 square feet (sq.ft.) in size.[1]

The existing building consists of approximately 20,705 sq.ft. of health and fitness facilities and community rooms on the ground, first and second floors, and about 5,246 sq.ft. of residential space, consisting of 21 residential and 10 transient hotel rooms located on the third floor. Due to the site's slope, the ground floor is fully above grade at the eastern edge of the building and fully below grade at the western edge. In addition to the YMCA building, the project site also includes two open areas: a 40-foot-wide paved courtyard along the eastern property line; and a small (35-sq.-ft.) unpaved area in the property's southwest corner. Adjacent to the eastern courtyard, is a tile-roof gated entryway, which was part of the original entryway to the building and includes the courtyard stairs up to the ornamental doors on the existing building's east wall and first floor entrance. In 1997 to comply with the Americans with Disability Act (ADA) requirements, the primary building entry was moved from this gate to the current first floor building entrance off Sacramento Street.[2] Please see Figure 2, page 3, for a site plan of the existing building.

The existing building and original entry, constructed in 1925, appear eligible as a contributory building to a fully documented district under the National Register and California Historic Resource Inventory. The San Francisco Architectural Heritage survey identified it as a building of "highest importance." The existing recreation courtyard, red-roof-tile gateway, and decorative fence, as

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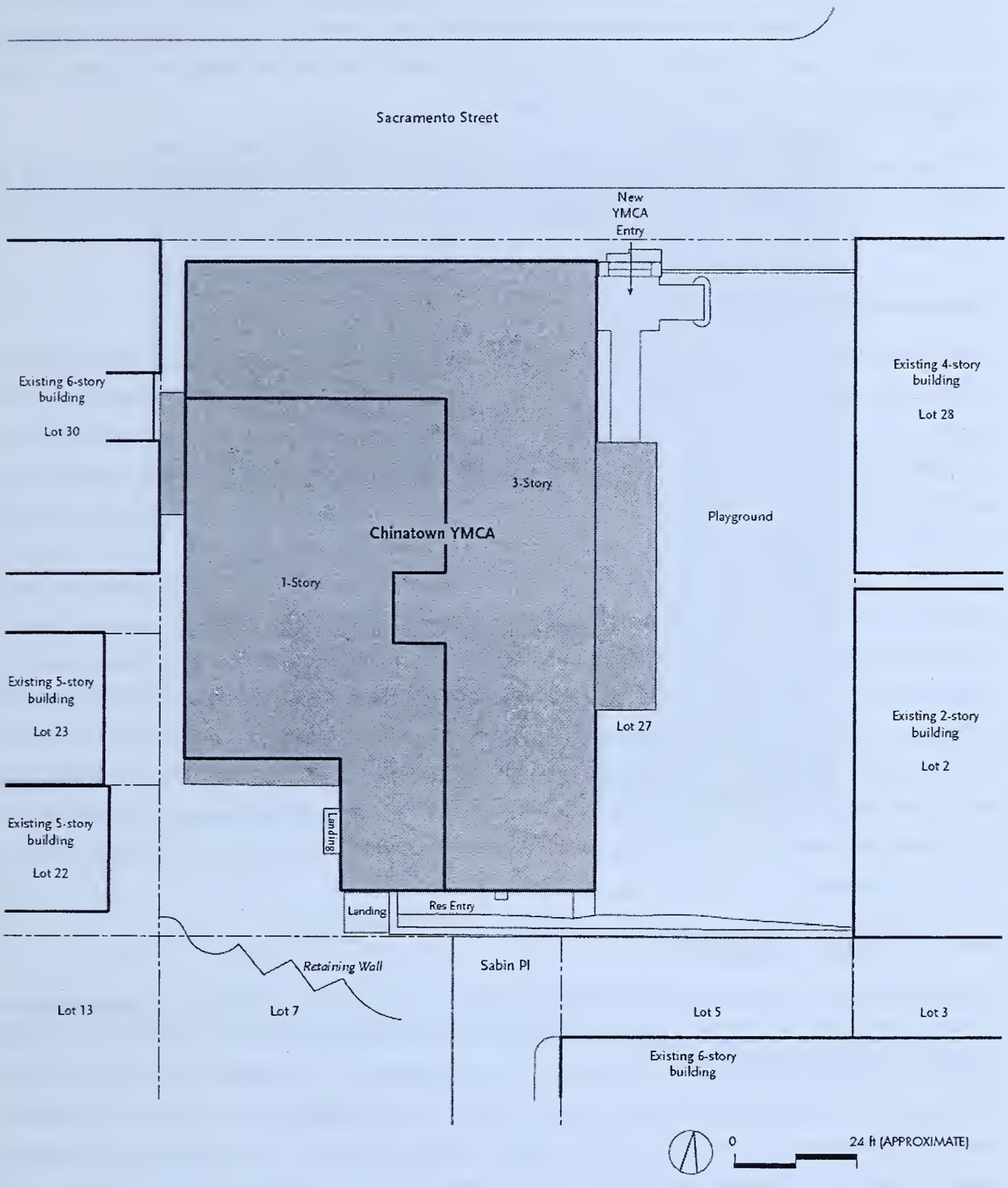
[1] The previous Draft EIR (SCH No. 2001072066) stated the total square footage of the existing building as 28,200 sq.ft. Current plans indicate a total of 26,440 sq.ft.

[2] Patrick McGrew, Architect, *The Chinatown YMCA Historic Structure Report,* January 2006 revision, pages 11-12. This document is part of project file 1999.0536E and available for public review by appointment at the Planning Department, 1660 Mission Street, Suite 500, San Francisco.

Source: During Associates

10-31-05

Proposed Project Location Figure 1



Source: ED2 International

10-31-06

Existing Site Plan Figure 2

mentioned above, are part of the original Sacramento Street courtyard entrance. The east wall of the existing YMCA building is the original principal façade and contains historic materials, including the main entrance doors, a number of windows with ornate decorative detail on all three levels, ceremonial balconies and other decorative features.

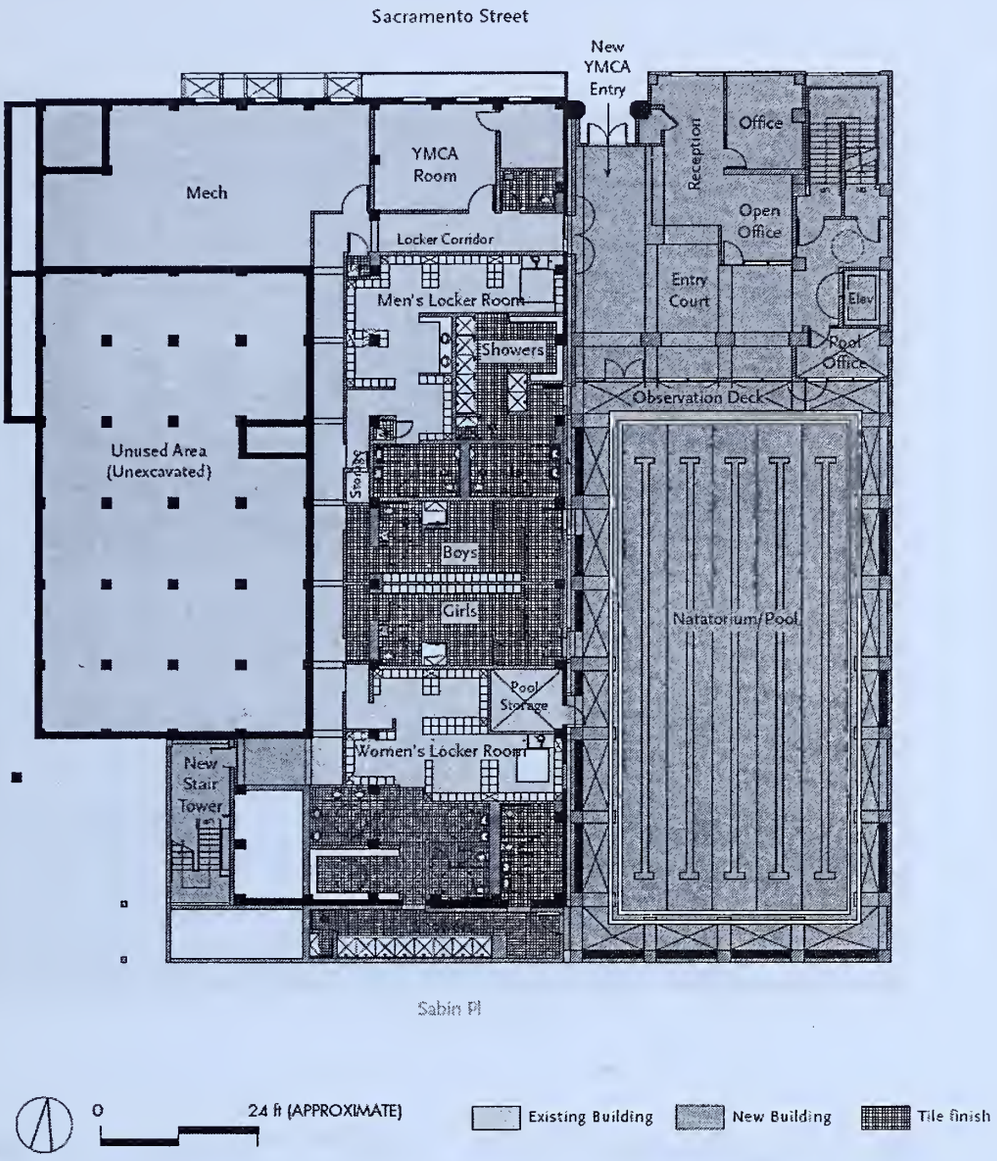
The proposed project would renovate and reconfigure the interior of the existing building and construct two new additions; one to the east and a small addition to the rear of the existing building. (Figures 3 to 8, pages 5 to 11).

Renovation of Existing Building

The interior of the existing YMCA building would be renovated extensively and would generally convert existing recreational areas to community service space. Ground floor renovations would include relocating the existing undersized pool to the new east wing addition; renovating and expanding existing locker rooms, showers, and bathrooms; and adding a YMCA administrative area, reception lobby, and a mechanical room for the building. First floor work would include renovating the existing community services administration area (lobby, reception, and office) and three clubrooms and adding a meditation room, a community room, new handicapped accessible bathrooms, and a trash room. The existing two-story gymnasium would remain in its current location on the west side of the building. Second floor work would reconfigure the existing fitness center and weight room to community space and renovate the existing offices and handicapped-accessible bathrooms. The 21 residential hotel rooms and 10 tourist hotel rooms on the third floor would be renovated and reconfigured into 25 residential hotel rooms, four new handicapped bath/shower rooms that meet current Building Code requirements, and a new common kitchen. Residential hotel units would increase from the existing 21 units to 25 units and the existing 10 transient hotel units would be eliminated.

New "East Wing" Building

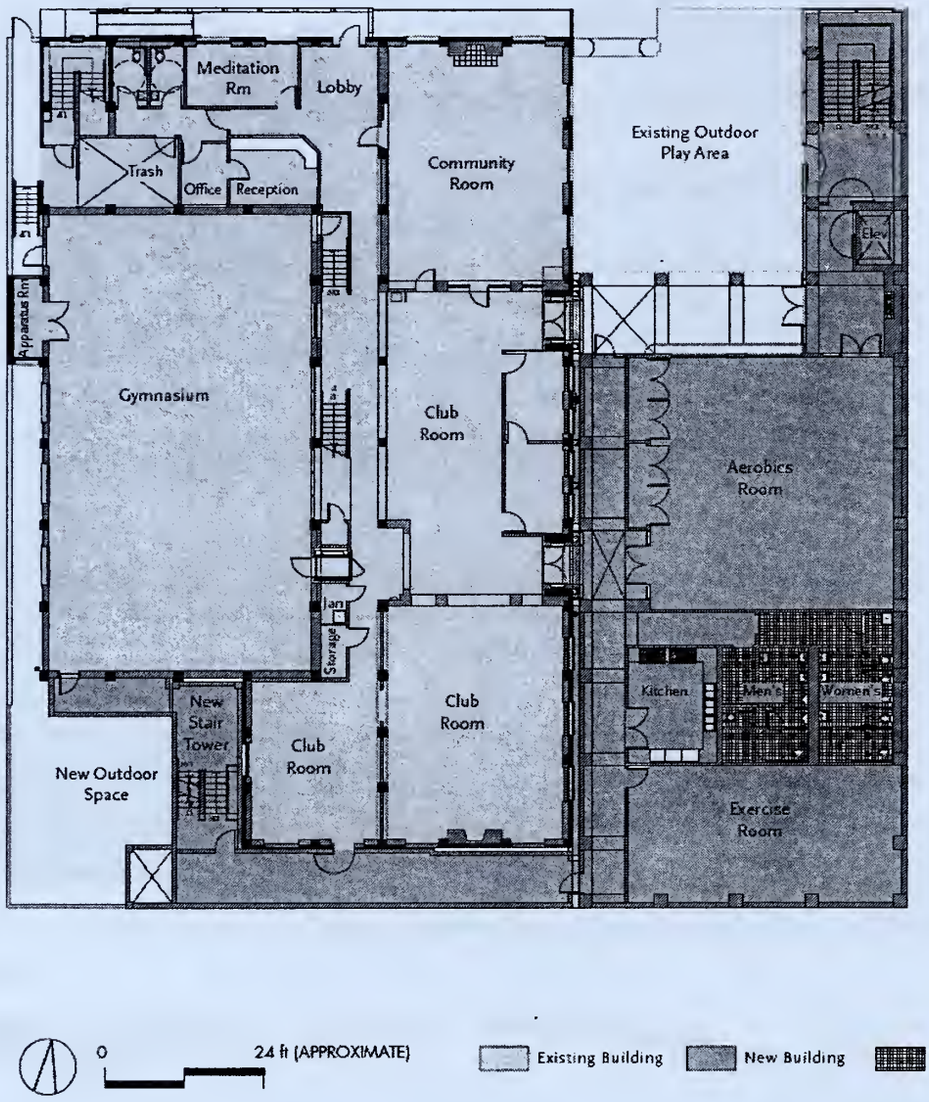
A new three-story, approximately 40-foot-tall, 19,356-sq.-ft. east wing building addition is proposed to be constructed in the existing eastern courtyard area and would abut the existing building's east wall. The proposed addition would not alter the Sacramento Street/north façade of the existing building, but would alter the principal historic façade of the building's east wall by demolishing or obscuring approximately two-thirds of the façade, including the main entrance doors, a number of ornately decorated windows on all three levels, balconies, and other decorative features. The addition would also demolish the main entrance stairway just inside the historic entrance gate; renovate the red-tile-roofed entrance gate; and remove the ornate decorative front fence. The original entrance to the building was up the recreational yard stairs to the main first floor doors at the existing



Source: ED2 International

10/27/06

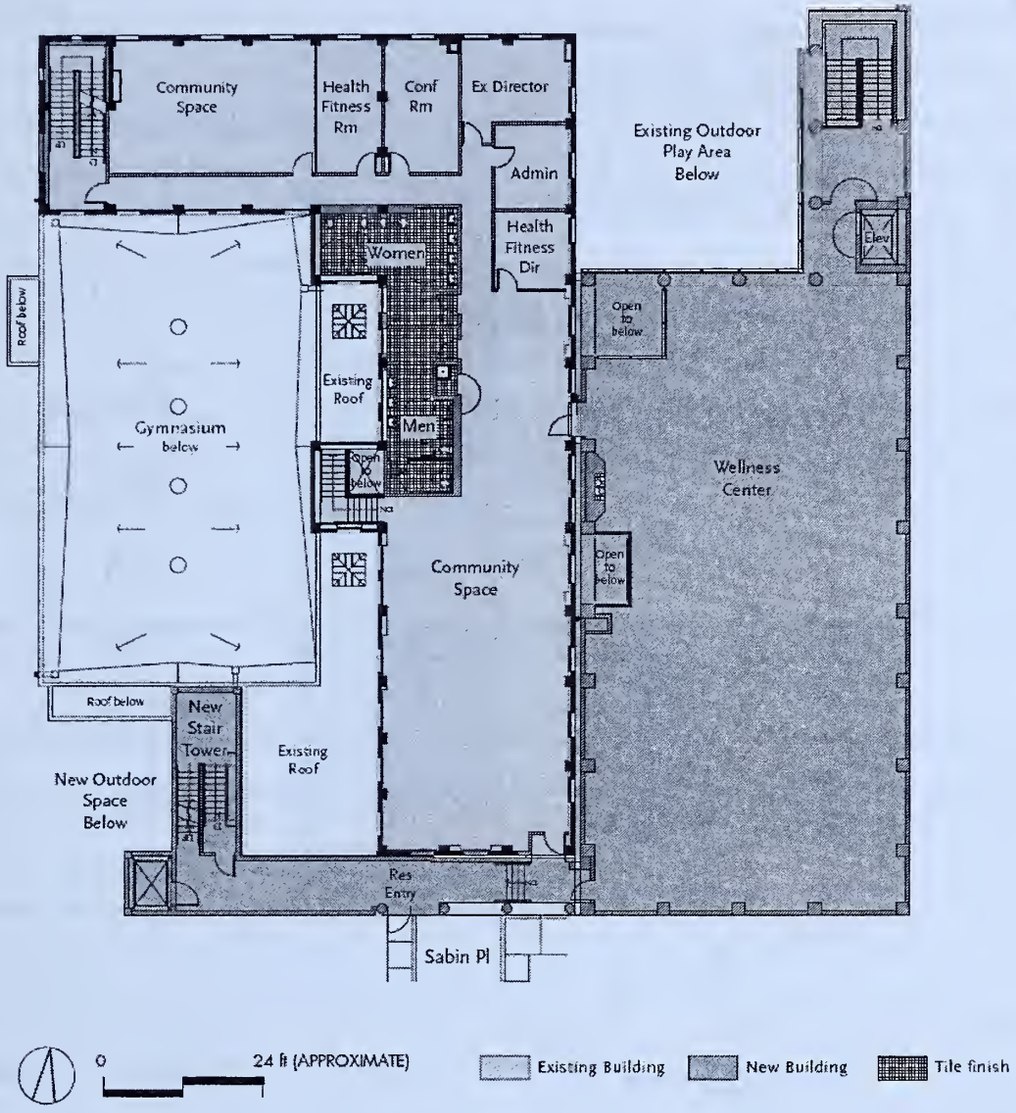
Proposed Ground Floor Plan Figure 3



Source: ED2 International

10 27 96

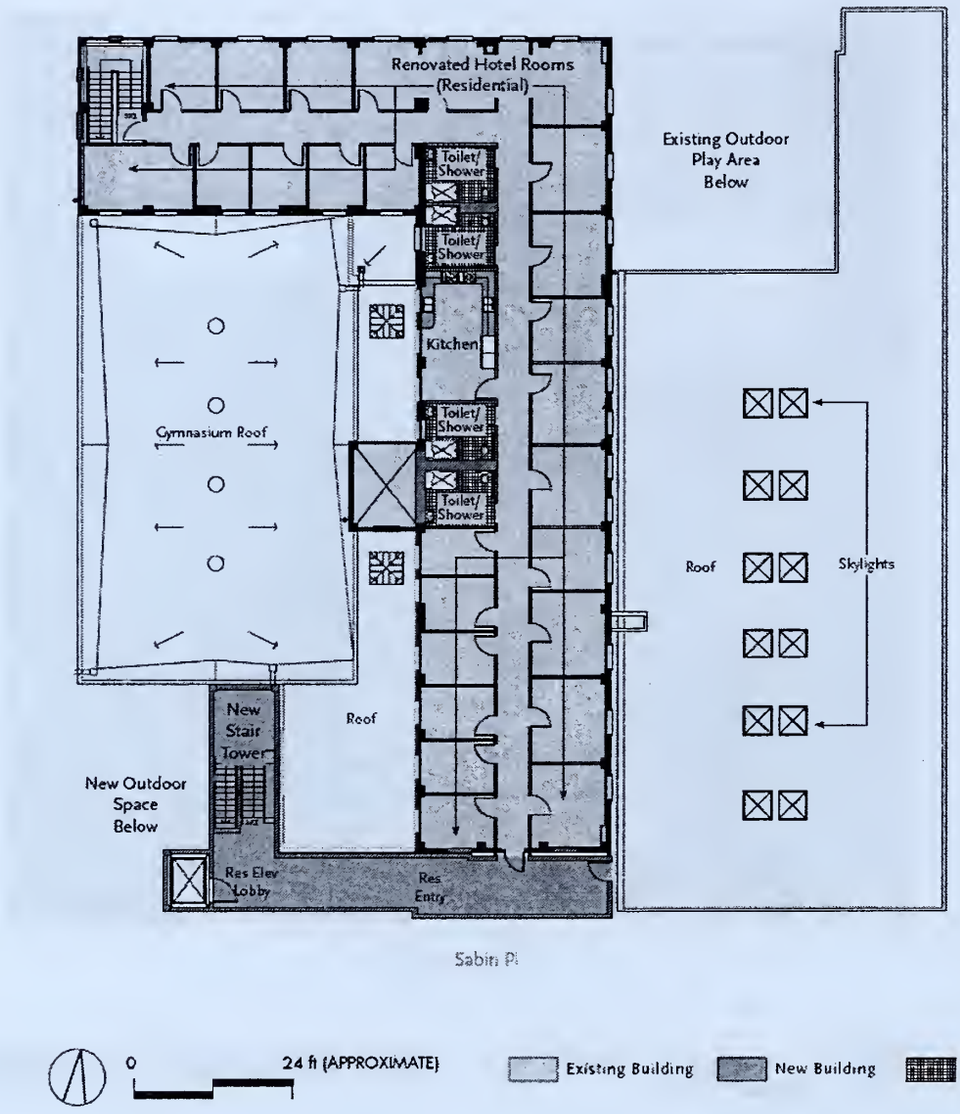
Proposed First Floor Plan Figure 4



Source: ED2 International

10-27-96

Proposed Second Floor Plan Figure 5



Source: ED2 International

10-27-98

Proposed Third Floor Plan Figure 6

building's east wall. While the proposed project would retain the main historic entry on the east wall, it could be viewed only from inside the renovated and expanded building. The proposed entrance following construction, as shown in Figure 3, would be located in the new addition, along the east wall of the existing YMCA building. The existing first-floor, ADA-compliant entrance from Sacramento Street would then serve as an emergency exit only. The proposed east addition would be structurally independent but connected by ground floor, first and second floor hallways to the renovated existing building as shown in Figures 3, 4, and 5, respectively. As shown in the elevations and sections of the proposed project (Figure 7 and 8, pages 10 and 11), other design elements of the proposed addition include extensive use of clear glass for the addition; the stair tower along the eastern edge of the site distinguished by the "Y" logo; the addition set back and wrapped around a new elevated play area on the first floor; and the renovation of the original tile-roofed entrance gate off Sacramento Street. Overall, the proposed renovation and additions would include a range of relocated and expanded recreational facilities, including a new pool, reception and office areas, observation decks, exercise and aerobics rooms, ADA-compliant bathrooms, a kitchen, a 1,754-sq.-ft. outdoor play area, and a wellness center.

Table 1
Uses and Square Footage by Floor and Addition

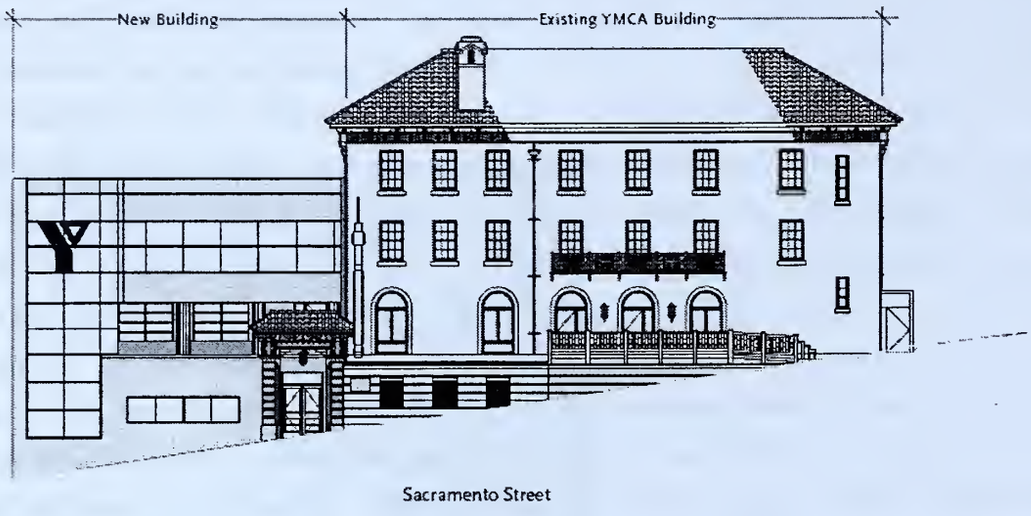
Use / Floor	Existing Building	New			New Facility Total
		East Wing Building	Sabin Rear Addition	Subtotal	
Pool					
Sub-ground Floor	n/a [1]	1,745	0	1,745	1,745
Recreation-Community					
Ground Floor	*6,012*	*6,827*	*725*	*7,552*	*13,564*
First Floor [2]	*9,339*	*5,148*	*920*	*6,068*	*15,407*
Second Floor	*5,355*	*5,636*	*882*	*6,518*	*11,873*
Subtotal	20,705	17,611	2,527	20,138	40,844
Residential					
Third Floor	5,246	0	911	911	6,157
TOTAL	**25,952**	**19,356**	**3,437**	**22,793**	**48,745**

Notes:

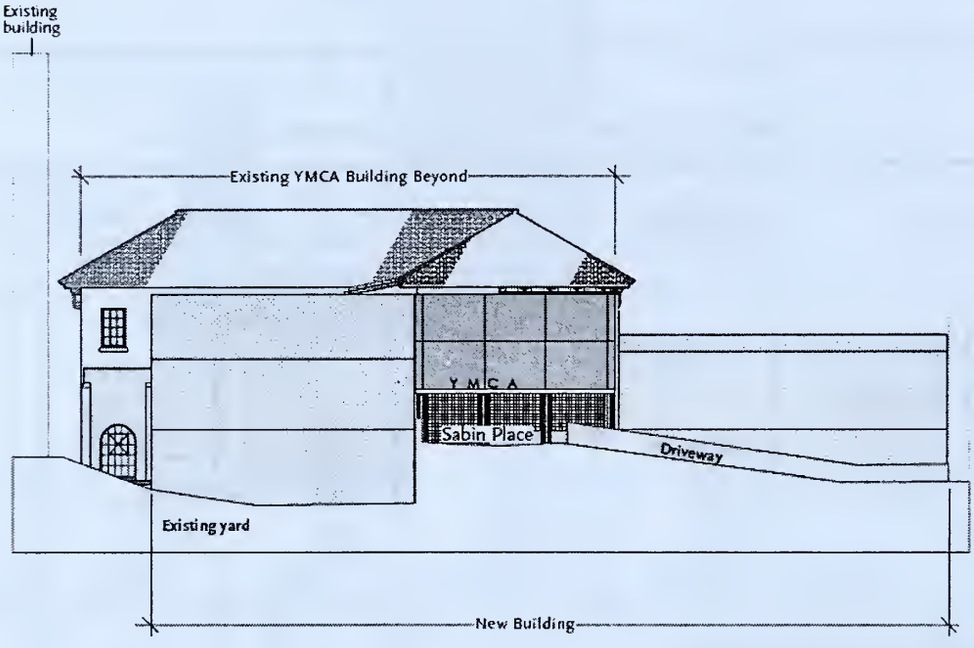
[1] The existing building has 488 sq.ft. of sub-ground floor space used for a mechanical filter room for the existing pool. Space will not be used in the new facility.

[2] The first floor will have an additional 1,745 sq.ft. of outdoor playground area in the northwest corner of the new East Building that is not included in this tale.

Source: James Yee, ED2



North Elevation—Sacramento Street



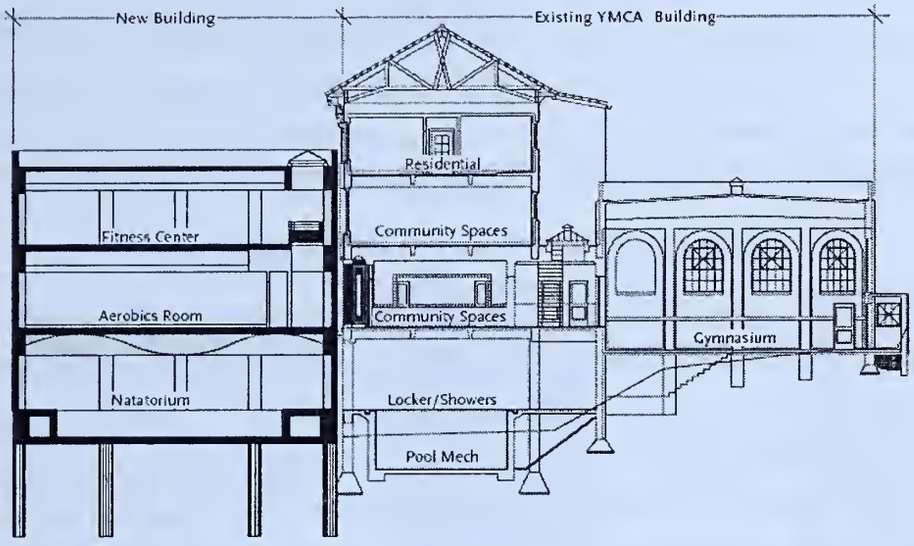
South Elevation at Sabin Place

0 24 ft (APPROXIMATE)

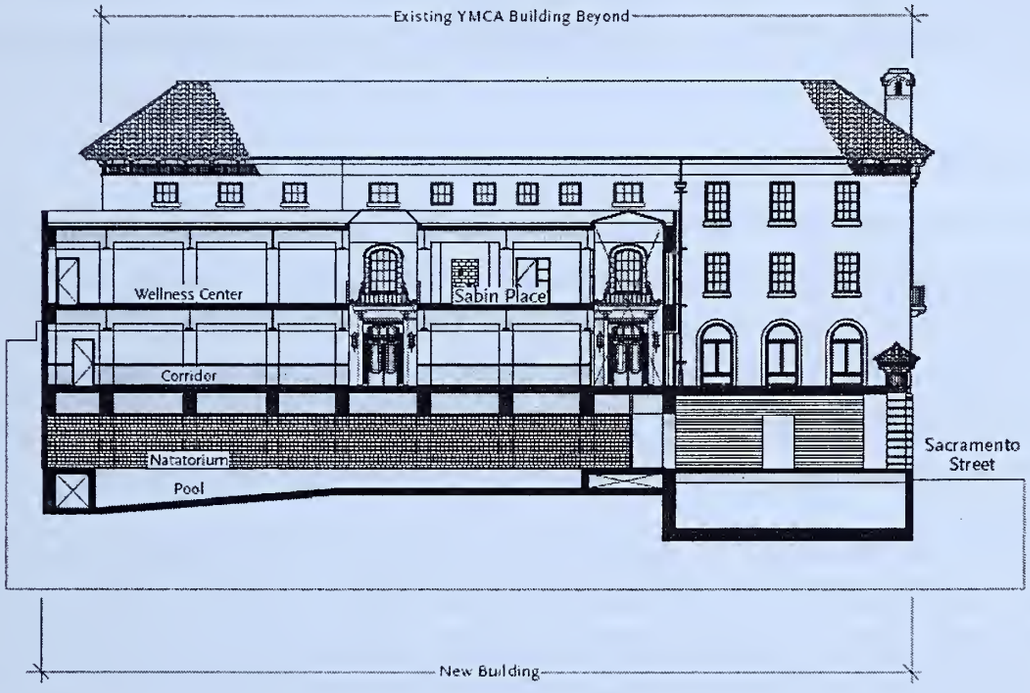
Source: ED2 International

10 27 06

Proposed Project Elevations Figure 7



East–West Section



South–North Section

0 24 ft (APPROXIMATE)

Source: ED2 International

10·27·06

Proposed Project Sections Figure 8

Sabin Place Rear Addition

A four-story, approximately 32-foot-tall, 3,437-sq.-ft. addition at the rear of the existing building and fronting Sabin Place is also proposed as part of the building renovation. It would provide secondary means of stair and elevator access to the building, including a direct second-floor entrance to the residential hotel lobby. A portion of this proposed rear addition at the ground floor would add to the renovated locker room area.

In summary, with the proposed project's additional approximately 22,793 square feet, the expanded Chinatown YMCA would contain a total of approximately 48,745 square feet. The proposed renovation and addition would retain the two-story gymnasium in the same location on the western side of the existing building; relocate the ground-floor pool to the new east wing addition (ground floor); relocate all existing recreational uses to the new building; remodel and expand the existing lockers, showers, and other uses on the ground floor of the existing building; remodel the first and second floors of the existing building to create a larger community service center; and renovate the residential hotel rooms on the third floor. Project construction is estimated to take approximately 16 months and the estimated construction cost of the proposed project would be approximately $8.5 million. The project sponsor is the YMCA of San Francisco and the project architect is ED2 International.

B. PROJECT HISTORY

A previous Draft EIR was published on March 23, 2002 (SCH No. 2001072066). It analyzes the environmental effects of a previously proposed project on the site, namely the demolition of the existing YMCA building and construction of a new 7-story, 65-foot-tall, approximately 84,190-sq.-ft. YMCA building with a partially below-grade first floor. The replacement building proposed at that time contained approximately 47,020 sq.ft. of YMCA program space (community, physical fitness and recreation space), and a residential component of 28 affordable dwelling units.

Subsequent to the publication of the DEIR, the developer of the affordable housing residential component terminated their commitment, and the YMCA was not able to identify another community-based agency to participate. In addition, community objections to the demolition of the existing building and an increase in project costs caused the YMCA to revise the scope of the project, which required the update of project-related analysis, including the environmental review. The current proposal would retain and renovate the existing facility and construct a new three-story, approximately 40-foot-tall east wing addition and an approximately 32-foot-tall rear access addition off Sabin Place bringing the new facility total to approximately 48,745 sq.ft. and a net change of 22,793 sq.ft. The proposal would eliminate the existing 10 tourist hotel rooms and increase the number of residential hotel rooms from 21 to 25 rooms. Table 2 compares the current proposed

project (additions to and renovation of the existing structure) with the former project (demolition of the existing building and construction of new building).

Table 2
Former and Current Proposed Project Comparison

Project Characteristics	Existing Building	FORMER Project	CURRENT Proposed Project
Demolish Existing YMCA Building?	--	Yes	No
Total Square Footage (approximate)	26,440	84,190	48,745
New East Wing Addition	--	--	19,356
- *Number of Stories*	3	7	3
- *Height*	45 feet	65 feet	40 feet
Number of Residential Hotel Units	21	None	25
Number of Transient Hotel Units	10	None	None
Total Hotel Units	31	None	25
Affordable Residential Units	None	28	None

Source: During Associates, 2006.

C. PROJECT SETTING

The 18,906-sq.-ft. project site (Assessor's Block 0242, Lot 027) is located mid-block on the south side of Sacramento Street between Stockton Street and Grant Avenue within a Chinatown Residential Neighborhood Commercial (CR/NC) Zoning District and 65-A Height and Bulk District. The site is on the steeply sloped east side of Nob Hill, with a diagonal uphill slope to the southwest and a grade differential of approximately 20 feet. The elevation of the project site ranges from approximately 88 feet above Mean Sea Level (MSL) along the east side to about 108 feet MSL at the northwest corner. The project site vicinity (within two blocks) is a mixed-use area composed primarily of residential and commercial land uses, including office, retail, restaurants and bars, a church, hotel, and parking lots. There are a variety of building types, sizes, and ages on the project block and in the vicinity.

Land uses along the south side of Sacramento Street on the project block are primarily residential with some ground-floor retail. Adjacent to the project site to the west is a six-story 12-unit residential building at 875 Sacramento Street and to the east is a four-story mixed-use building at 831 Sacramento Street with 14 residential units on the upper three floors and ground floor commercial uses including office space, a hair salon, a tire store, an antique business, and a martial arts studio. Parcels adjacent to the south of the project site primarily front California Street and include a seven-story brick office building and a private parking lot for about 30 cars separated by Sabin Place, an

approximately 21-foot-wide dead-end alley. West of the parking lot and southwest of the project site is a seven-story, 60-unit apartment building. Other uses on the north side of Sacramento Street across from the project block include the Chinese Playground, a three-story brick building, and the three-story building on the northwest corner of the Sacramento Street and Grant Avenue intersection with a ground floor commercial use fronting Grant Avenue and the Gold Mountain Sagely Monastery in the upper floors with access from Sacramento Street. Many of the buildings located on the project block are four to six stories tall.

Grant Avenue, east of the project site, comprises the heart of the Chinatown District and is lined with predominantly three- and four-story mixed-use buildings with ground floor retail stores with residential and/or commercial uses above. Sacramento Street west of Stockton Street is primarily occupied by multi-unit residential buildings, ranging in size from 3- to 21-stories with approximately 10 to 150 residential units per building. Other uses in this area include a neighborhood center, a residential hotel, and the Donaldina Cameron House. The Donaldina Cameron House is a social service agency located in the historic brick Occidental Board Presbyterian Mission House built in 1907.

II. ENVIRONMENTAL EVALUATION CHECKLIST AND DISCUSSION

A. COMPATIBILITY WITH ZONING, PLANS, AND POLICIES

	Applicable	*Not Applicable*
Discuss any variances, special authorizations, or changes proposed to the Planning Code or Zoning Map, if applicable.	☒	☐
Discuss any conflicts with any adopted plans and goals of the City or Region, if applicable.	☒	☐
Discuss any approvals and/or permits from City departments other than the Planning Department or the Department of Building Inspection, or from Regional, State, or Federal Agencies.	☒	☐

San Francisco Planning Code

The *San Francisco Planning Code (Planning Code),* which incorporates the City's Zoning Maps, implements the *San Francisco General Plan* (*General Plan*) and governs permitted uses, densities, and configuration of buildings within the City. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless (1) the proposed project conforms to the *Planning Code*, (2) allowable exceptions are granted pursuant to provisions of the *Planning Code*, or (3) amendments to the *Planning Code* are included as part of the proposed project.

The project site is within a Chinatown Residential Neighborhood Commercial (CR/NC) Zoning District and a 65-A Height and Bulk District. An institutional use, such as the Chinatown YMCA, is a principally permitted use in a CR/NC District. The site has been used since 1926 by the YMCA as a health and fitness facility, a community center providing recreation, social activities, social services, and counseling to members of the Chinese Community, and as residential and transient hotel.

The proposed project would comply with the allowable height limits, but it would require Conditional Use authorization from the Planning Commission pursuant to *Planning Code* Section 303 for exceptions to the *Planning Code* as follows: (a) height above 35 feet in the CR/NC District (Sections 812.10 and 254); (b) new construction on a site larger than 5,000 sq.ft. (Sections 812.11 and 121.3), (c) the street frontage limitation of 50 feet (Sections 812.14 and 145.3), and (d) an outdoor activity area located other than at the front of the lot (Section 812.12). Consistent with Section 124.1(b) of the *Planning Code,* Planning staff determined that an expansion of the Chinatown YMCA would not be subject to the use-size limit of Sections 121.4 and 812.20 because it is an institutional, not a commercial, use.[3].

There is no parking provided with the existing YMCA building and no additional parking is included with the proposed expansion. Pursuant to Section 161(c), no additional parking would be required for the proposed residential hotel rooms, which are classified as group housing.

The YMCA building has a National Register and California Historical Resource Status Code of 3D (appears eligible as a contributor to a fully documented historic district), and was included in the San Francisco Architectural Heritage survey, which rated the building "A," or a building of "highest importance." As an advisory body to the Planning Commission, the Landmarks Preservation Advisory Board (LPAB) would review the Draft EIR for the proposed project, and could make recommendations regarding the potential effects on a historic architectural cultural resource. The Planning Commission would review the LPAB recommendations during the hearing on the certification of the Final EIR.

Chapter 41 of the *San Francisco Administrative Code* (The Residential Hotel Conversion and Demolition Ordinance) requires notification of proposed demolition or conversion of existing residential hotel units, their replacement, and tenant relocation assistance. The proposed project would not demolish or convert existing residential hotel units, but would add four more rooms to the YMCA's current inventory of 21 residential hotel rooms. Chapter 41 requirements would, therefore,

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[3] Michael Li, San Francisco Planning Department, Memorandum to Alice Barkley, Project Attorney, November 13, 2001. This document is part of project file 1999.0536E and available for public review by appointment at the Planning Department, 1660 Mission Street, Suite 500, San Francisco.

not apply to the proposed project, but proposed relocation assistance to existing tenants is discussed further under Topic 3: Population and Housing.

The proposed project would also require approval by the Department of Building Inspection (DBI) for demolition and site permits and by the Department of Public Works for street and sidewalk permits. Any curb or road modifications would require approval by the Department of Parking and Traffic.

Plans and Policies

San Francisco Plans and Policies

In addition to the *San Francisco Planning Code* and zoning policies, development in the City is subject to the *San Francisco General Plan*. The *San Francisco General Plan* provides general policies and objectives to guide land use decisions. Any conflict between the proposed project and policies that relate to physical environmental issues are discussed in Section E, Evaluation of Environmental Effects. The compatibility of the proposed project with *General Plan* policies that do not relate to physical environmental issues will be considered by decision-makers as part of their decision whether to approve or disapprove the proposed project. Any potential conflicts identified as part of the process would not alter the physical environmental effects of the proposed project. *General Plan Urban Design Element* Objectives and Policies applicable to the proposed project include the following.

OBJECTIVE 2: Conservation of resources which provide a sense of nature, continuity with the past, and freedom from overcrowding.

POLICY 2.4: Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

POLICY 2.5: Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.

POLICY 2.6: Respect the character of older development nearby in the design of new buildings.

OBJECTIVE 3: Moderation of major new development to complement the city pattern, the resources to be conserved, and the neighborhood environment.

POLICY 3.1: Promote harmony in the visual relationships and transitions between new and older buildings.

POLICY 3.4: Promote building forms that will respect and improve the integrity of open spaces and other public areas.

POLICY 3.5: Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

POLICY 3.6: Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

The *Chinatown Area Plan* is a component of the City's *General Plan* that extends the *General Plan's* policy direction to a specific neighborhood. The proposed project would be consistent with the following aspects of the *Chinatown Area Plan* and would not obviously conflict with any of the Area Plan's goals or policies. This Initial Study addresses historic resource preservation issues in Topic 4: Cultural Resources, the Historic Architectural Resources subsection.

OBJECTIVE 1: Preserve the distinctive urban character, physical environment, and cultural heritage of Chinatown.

POLICY 1.1: Maintain the low-rise scale of Chinatown's buildings.

POLICY 1.2: Promote a building form that harmonizes with the scale of existing buildings and width of Chinatown's streets.

POLICY 1.3: Retain Chinatown's sunny, wind-free environment.

POLICY 1.4: Protect the historic and aesthetic resources of Chinatown.

OBJECTIVE 3: Stabilize and where possible increase the supply of housing

POLICY 3.1: Conserve existing housing.

POLICY 3.2: Increase the supply of housing.

Environmental plans and policies are those, like the *Bay Area Air Quality Plan* and the *Bay Area 2005 Ozone Strategy*, that directly address physical environmental issues and/or contain targets or standards that must be met in order to preserve or improve characteristics of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the City *Planning Code* to establish eight Priority Policies. These policies, and the sections of this Environmental Evaluation addressing the environmental issues associated with the policies, are: (1) preservation and enhancement of neighborhood-serving retail uses; (2) protection of neighborhood character (Question 1c, Land Use); (3) preservation and enhancement of affordable housing (Question 3b, Population and Housing, with regard to housing supply and displacement issues); (4) discouragement of commuter automobiles (Questions 5a, b, f, and g, Transportation and Circulation); (5) protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership (Question 1c, Land Use); (6) maximization of earthquake preparedness (Questions 13 a-d, Geology, Soils, and Seismicity); (7) landmark and historic building preservation (Question 4a, Cultural Resources); and (8) protection of open space (Questions 8 a and b, Wind and Shadow, and Questions 9a and c, Recreation).

Prior to issuing a permit for any project that requires an Initial Study under the California Environmental Quality Act (CEQA), and prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking any action that requires a finding of consistency with the *General Plan*, the City is required to find that the proposed project or legislation would be consistent with the Priority Policies. As noted above, the consistency of the proposed project with the environmental topics associated with the Priority Policies is discussed in the Evaluation of Environmental Effects, providing information for use in the case report for the proposed project. The case report and approval motions for the proposed project will contain the Department's comprehensive project analysis and findings regarding consistency of the proposed project with the Priority Policies.

Regional Plans and Policies

The five principal regional planning agencies and their over-arching policy-plans to guide planning in the nine-county bay area include the Association for Bay Area Governments' (ABAG) "*A Land Use Policy Framework*" and *Projections 2005*, the Bay Area Air Quality Management District's (BAAQMD's) *Clean Air Plan* and *Bay Area 2005 Ozone Strategy*, the Metropolitan Transportation Commission's *Regional Transportation Plan – Transportation 2030*, the San Francisco Regional Water Quality Control Board's *San Francisco Basin Plan*, and the San Francisco Bay Conservation and Development Commission's *San Francisco Bay Plan*. Due to the size of the proposed project, there would be no anticipated conflicts with regional plans.

B. SUMMARY OF ENVIRONMENTAL EFFECTS

The proposed project could potentially affect the environmental factor(s) checked below. The following pages present a more detailed checklist and discussion of each environmental factor.

☐ Land Use	☒ Air Quality	☐ Geology and Soils
☐ Aesthetics	☒ Wind and Shadow	☐ Hydrology and Water Quality
☐ Population and Housing	☐ Recreation	☒ Hazards/Hazardous Materials
☒ Cultural Resources	☐ Utilities and Service Systems	☐ Mineral/Energy Resources
☒ Transportation and Circulation	☐ Public Services	☐ Agricultural Resources
☐ Noise	☐ Biological Resources	☒ Mandatory Findings of Signif.

1. Effects Found to be Potentially Significant

This Initial Study evaluates the proposed Chinatown YMCA project to determine whether it would result in significant environmental impacts. Topics noted as "To Be Determined" in the Initial Study mean that the EIR assessment will enable a determination of whether or not there would be a significant impact. The proposed project could have a significant effect on Cultural Resources because it would construct an addition to a building that has been identified as a historic resource.

The proposed project would increase traffic and transit and parking demand in the area, and would add new shadow to the Chinese Playground. The potential historic architectural resources, transportation and traffic, and shadow impacts will be analyzed in the EIR. The EIR may provide discussion of other topics such as land use and visual quality, which are determined in this Initial Study not to be significant, but would be included in the EIR for informational purposes.

2. Effects Found Not to be Significant

The following potential individual and cumulative environmental effects of the proposed project were determined either to be less than significant or to be reduced to a less-than-significant level through recommended mitigation measures included in this Initial Study: population and housing, noise, air quality, wind, recreation, utilities and service systems, public services, biological resources, geology and soils, including seismicity, hydrology and water quality, hazards and hazardous materials, mineral and energy resources, and agricultural resources. These items are discussed with recommended mitigation measures, where appropriate, in Section II.C.1, and require no further environmental analysis in the EIR. All mitigation measures identified, including for cultural resources (**Mitigation Measure 1, page 63**) archeological resources (**Mitigation Measure 2, page 64**), construction air quality impacts (**Mitigation Measure 3, page 67**) and hazardous materials (**Mitigation Measure 4, page 68**) have been agreed to by the project sponsor and will be incorporated into the proposed project. As indicated above, the EIR will discuss land use and visual quality impacts for informational purposes although this Initial Study determined effects resulting from the proposed project would not be significant.

C. EVALUATION OF ENVIRONMENTAL EFFECTS

Except for the categories of historic architectural resources and transportation, the items on the Initial Study Environmental Evaluation Checklist have been checked either "*Not Applicable*," "*No Impact*," "*Less Than Significant,"* or "*Less Than Significant with Mitigation Incorporated.*" These categories indicate that, upon evaluation, staff has determined that the proposed project could not have a significant adverse environmental effect in relation to these items. For items where the conclusion is "*Potentially Significant Impact*," the analysis will be included in the EIR. For Checklist items checked other than "*Not Applicable*," the Initial Study discusses that particular issue. For all of the items checked "*Not Applicable*," the conclusions regarding potential significant adverse environmental effects are based on field observation, staff and consultant experience and expertise on similar projects, and/or standard reference material available within the Planning Department, such as the Department's *Transportation Guidelines for Environmental Review*, or the California Natural Diversity Data Base and maps, published by the California Department of Fish and Game. For each Checklist item, the evaluation has considered both the individual and cumulative impacts of the proposed project.

Topics:	Potentially Significant Impact	Less Than Significant with Mitigation Incorporated	Less Than Significant Impact	No Impact	Not Applicable
1. LAND USE AND LAND USE PLANNING— Would the project:					
a) Physically divide an established community?	☐	☐	☐	☒	☐
b) Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect?	☐	☐	☒	☐	☐
c) Have a substantial impact upon the existing character of the vicinity?	☐	☐	☒	☐	☐

The project site is located in the northeast portion of San Francisco within the Chinatown neighborhood, on the eastern slope of Nob Hill. It is approximately five blocks north of Union Square, nine blocks west of the Ferry Building, and eight blocks northwest of the Transbay Terminal at First and Mission Streets. The zoning district of the project site is Chinatown Residential/ Neighborhood Commercial (CR/NC) and the surrounding area is a mixture of zoning districts, including Public Use (P) to the north, Chinatown Visitor Retail (CVR) to the east, the Downtown General Commercial (C-3-G) and the Chinatown Community Business (CCB) to the south, and Moderate and High Density Mixed Residential (RM-3 and RM-4, respectively) to the south and west.

The project site is on the eastern edge of a 65-A Height and Bulk District that broadly stretches from Bush Street three blocks to the south, to Broadway Street four blocks to the north, and Leavenworth Street five blocks to the west. There are a variety of height and bulk districts nearby, ranging in allowable height from 50 feet (along parts of Grant Street) to 450 feet (in the Downtown Financial District).

Land uses in the vicinity of the project site are mixed, primarily residential and commercial, including office, retail, restaurant and bar, church, hotel, and parking. There are many buildings of different type, size, and age. Heights vary from two to seven stories (mostly four to six stories) on the project block, and up to 21-stories in the project vicinity. Grant Avenue, bordering the project block to the east and considered the heart of the Chinatown District, is lined with predominantly three- and four-story buildings with ground-floor retail shops and residential and/or commercial uses above. Similar buildings and uses are found in the project area on Sacramento Street and along Stockton Street.

The project site is developed with an existing three-story building and eastern courtyard area where the new east wing building addition would be constructed. Adjacent to the project site to the west is a six-story 12-unit residential building at 875 Sacramento Street, and adjacent to the east is a four-

story building at 831 Sacramento Street that has 14 residential units on the three upper floors. Commercial uses on the ground floor include office space, a hair salon, an automotive tire store, an antique business, and a martial arts studio. The south side of Sacramento Street includes the following buildings and uses: a four-story mixed-use building at 758-770 Stockton Street (the southeast corner of Stockton and Sacramento Streets); its six-car parking lot on the west side of a one-block alley street (Brooklyn Place) intersecting Sacramento Street; four four-story residential apartment buildings in the alley; a two-story one-unit residential building across Brooklyn Place to the east at 883 Sacramento Street, and a two-story building at 809-811 Sacramento Street near the southwest corner of the Sacramento Street/Grant Avenue intersection and occupied by a book store and magazine publishing company.

On the northern side of Sacramento Street, the Chinese Playground occupies the mid-block area directly across from the YMCA. At the northeast corner of the Sacramento/Stockton Streets intersection is a five-story mixed-use building with a range of ground-floor retail uses (photography, cell phones, house wares, restaurants, a music center, and a bank). Pagoda Place forms a mid-block pedestrian way alongside the Chinese Playground intersecting Sacramento Street. Adjacent to the playground to the east at 15 Waverly Place is the three-story First Chinese Baptist Church dating from 1888. The three-story mixed-use building on the southeast corner of Waverly Place has retail uses on the ground floor accessed from Waverly Place and residential uses above accessed from 816 Sacramento Street. The Gold Mountain Sagely Monastery occupies the upper floors of the three-story mixed-use building on the corner of Grant Avenue and Sacramento Street with access from 800 Sacramento Street. A retail bank office occupies the ground floor with access from 701 Grant Avenue.

Land use impacts are considered significant if the proposed project would physically divide an established community, conflict with any applicable land use plan, policy, or regulation, or if there would be a substantial impact upon the existing character of land uses in the vicinity.

Community Division

The proposed project would increase the size of an existing building at this site, but would not disrupt or divide the physical arrangement of surrounding uses and activities. The proposed project would be constructed within the existing lot boundaries and would not interfere with or change the existing street plan. The proposed project would not impede the passage of persons or vehicles. The surrounding uses and activities would remain and they would interrelate with each other as they do at present. They would not be affected substantially by the expanded YMCA facility.

Conflict with Adopted Plans and Regulations

As described above in Section II.A, Compatibility with Zoning, Plans, and Policies, the proposed project would not obviously or substantially conflict with any applicable land use plan, policy, or

regulation of an agency with jurisdiction over the proposed project adopted for the purpose of avoiding or mitigating an environmental effect.

Land Use Character

The proposed renovation and expansion of the existing mixed-use facility (community, physical fitness, and residential) would not introduce new or incompatible land uses to the area. The nature and intensity of land uses with the proposed project would be consistent with the varied size, structures and mixed land use character of the area as discussed above. Specifically, the third floor of the Chinatown YMCA with its 21 residential hotel rooms and ten (10) tourist hotel rooms would be renovated and reconfigured to contain 25 residential hotel rooms, updated (accessible) bath / shower rooms, and a new common kitchen. The proposed project would expand the existing recreational and community service uses provided on-site.

The scale and massing of the building addition would be consistent with the existing three-story (over basement) YMCA building and adjacent buildings, such as other four- to six-story multi-unit residential and commercial buildings on the block and in the surrounding area. These buildings contain a mixture of residential and commercial development characteristic of the Chinatown neighborhood commercial district. The proposed uses would expand existing and permitted recreational, community services, and residential uses, would not conflict with surrounding uses in the area, and would not substantially or adversely change the character of surrounding land uses. The proposed project's intensification of existing land uses on the project site would, therefore, not be considered a significant impact.

Conclusion

The proposed project would intensify existing land uses on the project site, but would not physically divide an established community, conflict with adopted land use plans, or substantially and adversely alter the land use character of the vicinity. The proposed project's land use impacts would therefore, be less than significant under CEQA. For informational purposes, land use issues will be discussed in the EIR.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
2. AESTHETICS—Would the project:					
a) Have a substantial adverse effect on a scenic vista?	☐	☐	☒	☐	☐
b) Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and other features of the built or natural environment which contribute to a scenic public setting?	☐	☐	☒	☐	☐

Topics:	Potentially Significant Impact	Less Than Significant with Mitigation Incorporated	Less Than Significant Impact	No Impact	Not Applicable
c) Substantially degrade the existing visual character or quality of the site and its surroundings?	☐	☐	☒	☐	☐
d) Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area or which would substantially impact other people or properties?	☐	☐	☒	☐	☐

Scenic Vistas and Views

A project would have a significant effect on scenic vistas if it would substantially degrade important public view corridors and obstruct scenic views from public areas viewable by a substantial number of people. View corridors are defined by physical elements such as buildings and structures that direct lines of sight and control view directions available to the public. Scenic views and vistas are limited in the project vicinity due to surrounding urban development and intervening buildings.

The proposed project would be visible from the Chinese Playground, which is across Sacramento Street, however, it would not block any scenic views from the playground, as skyscrapers south of the project site already block much of the views. The project would block views of a small portion of the sky from the playground. Further from the project site, Portsmouth Square, approximately two blocks northeast of the project site at Walter U. Ulum Place and Clay Street (at Kearny), is not visible from the project site due to intervening topography and buildings; therefore the proposed project would not block any public views of, or from, Portsmouth Square. The same is true for St. Mary's Square, approximately one block southeast from the project site at California Street and Grant Avenue. More distant public open spaces are Huntington Park at Sacramento and Taylor Streets, the Chinese Recreation Center at Washington and Mason Streets, and the Who He Yuen Recreation Center at Jackson and Powell Streets. These spaces are also not visible from the project site; therefore the proposed project would not interfere with public views of or from them.

A narrow and distant view of San Francisco Bay and the Bay Bridge is visible to the east from the sidewalk in front of the site. This view corridor is further defined by buildings on both sides of Sacramento Street, including high-rise buildings in the downtown area downhill from the project site. The view west on Sacramento Street consists of the top of Nob Hill and the tall apartment buildings flanking the street.

The proposed project would not alter substantially nor adversely affect any existing public views or view corridors. The proposed project would be an addition to an existing building within the allowable 65-foot height limit. The proposed addition would be consistent with surrounding building placements that define the Sacramento Street view corridor and eastward views along Sacramento Street would not be affected. The neighborhood is densely developed and the existing 45-foot-tall

Chinatown YMCA building covers most of the site. The roofline of the proposed new 39-foot 9-inch-tall east wing building would abut and would be lower than the existing YMCA building and would be approximately the same height as the adjacent four-story building to the east. For the reasons discussed above, the proposed project would not substantially degrade or obstruct any scenic view or vista observed from public areas and would not create a significant impact on scenic visual resources. This issue will not be discussed in the EIR.

The proposed project would construct a building addition to the existing YMCA, where the current open eastern courtyard is located and would therefore change the view of the project site and could block private views of a portion of the sky or other buildings. The reduced private views for some nearby residents would be an unavoidable consequence of the proposed project and would be an undesirable change for those individuals whose views would be blocked by the proposed building. Given the dense urban setting of the proposed project and the limited extent of the reduction in private and publicly accessible open space views, the proposed project's impact on views does not rise to the level of a potentially significant environmental impact. The project's environmental effect on private views will not be discussed further in the EIR.

Scenic Resources

The proposed project would change the view from Sacramento Street of the existing YMCA's historic resources. The three-story building would block the view of the original principal façade of the existing building. The existing ornate fence and stairs to the principal entryway would be removed and the red-tile-roofed gate would be retained. The historic resource effects of the proposed project are assessed below under Topic 4: Cultural Resources, Item "a," Historic Architectural Resources (page 28). For the reasons stated above, the proposed project would not have a significant effect on scenic resources, and outside of the discussion under "Historic Architectural Resources", this issue will not be discussed in the EIR.

Aesthetics and Urban Design

The visual character of the project site and vicinity is urban and mixed, with a variety of surrounding institutional, recreational, residential, and tourist hotel land uses and buildings. Land uses are primarily residential and commercial and include office, retail, restaurants/bars, churches, hotels, and parking lots. Buildings vary in type, size, age, and height, with heights generally ranging from two to seven stories (many being four to six stories) on the project block and up to 21-stories in the vicinity.

The existing three-story (over partially below-grade basement), 45-foot-tall, Chinatown YMCA building at 855 Sacramento Street is accessed from Sacramento Street. Due to the site's slope, the Sacramento Street entrance is on the first floor, with the ground floor partially below grade. The ground floor is fully above grade at the eastern edge of the building and fully below grade at the

western edge. As discussed in the project description, the proposed project would renovate and reconfigure the existing building, construct a new three-story building in the existing open recreation courtyard (over a sub-ground floor) and a small four-story addition at the rear of the existing building for residential access and for stairway and elevator access to other floors.

The proposed renovations would not alter the Sacramento Street façade of the existing building. The proposed east wing building would be adjacent to, and replace portions of the eastern façade of the existing building. The proposed east wing building would occupy the entire existing open recreation area on the east side of the lot. Due to the slope of the project site, the existing Sacramento Street entrance on the first floor would be replaced with a new ground floor entrance at the west side of the new east wing building. The height of the new east wing would be approximately five feet lower than the existing building and within the height allowable in the 65-A Height/Bulk District. The new east wing building would be similar in height to many of the surrounding buildings. Construction of the east wing building would change views of the recreation area and the existing building's principal façade.

The proposed project would intensify use of the site but would not change nor be inconsistent with the mixed-use visual character of surrounding development. The proposed project would be in-fill development that is located in a densely-developed urban area within surrounding buildings of comparable height and bulk. It would not appear out of scale with other existing buildings.

The proposed project's final architectural design and articulation would undergo evaluation by the Planning Department and Planning Commission as part of the Conditional Use authorization review, a process separate from the environmental review. The proposed project's final design would be available at that time. Design and aesthetics are by definition subjective and open to interpretation by decision-makers and members of the public. A proposed project would have a significant adverse effect on visual quality under CEQA only if it would cause a substantial and demonstrable negative change. The proposed project would not have such a change, and therefore, its visual quality impact would be less than significant. For informational purposes, the EIR will discuss the proposed project's design, appearance, and aesthetic effect in relation to the scale of surrounding development.

Light and Glare

The project site is occupied by the three-story Chinatown YMCA building and a paved, open recreation area on the east side of the site. An exterior light illuminates the Sacramento Street entry. Existing YMCA exterior lighting is similar to that of commercial uses in the vicinity. Commercial storefronts, signs, and streetlights all contribute to nighttime light conditions in the area. The proposed east wing building and the Sabin Place rear addition would introduce more outdoor lighting typical of other recreational and residential uses in the project vicinity.

The proposed project would comply with Planning Commission Resolution 9212, which prohibits the use of mirrored or reflective glass. Mirrored glass would not be used in the new building addition. Exterior lighting would be consistent with similar lighting on surrounding land uses and the fixtures would be directed downward to minimize visible light on and off the project site. For these reasons, the proposed project would not generate obtrusive light or glare that would substantially affect other properties.

Conclusion

As discussed above, the proposed project would not have a substantial demonstrable negative effect on a scenic vista, damage scenic resources, degrade the site's or surrounding area's visual character, or create a new source of obtrusive light and glare. The proposed project would therefore, have a less-than-significant aesthetic impact. For informational purposes, the EIR will discuss the proposed project's design, appearance, and aesthetic effect in relation to the scale of surrounding development.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
3. POPULATION AND HOUSING— Would the project:					
a) Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure)?	☐	☐	☒	☐	☐
b) Displace substantial numbers of existing housing units or create demand for additional housing, necessitating the construction of replacement housing?	☐	☐	☒	☐	☐
c) Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?	☐	☐	☒	☐	☐

The San Francisco Bay Area is known for its agreeable climate, open space, recreational opportunities, cultural amenities, a strong and diverse economy, and prominent educational institutions. As a regional employment center, San Francisco attracts people who want to live close to where they work. These factors continue to support a strong demand for housing in San Francisco. Providing new housing to meet this strong demand is particularly difficult because the amount of land available is limited and land and development costs are relatively high. For these reasons, San Francisco consistently ranks as one of the most expensive housing markets in the United States.

During the period of 1990-2000, the number of new housing units completed citywide ranged from a low of about 350 units (1993) to a high of about 2,100 units (1990) per year. The citywide annual

average over that 11-year period was about 1,130 units.[4] In March 2001, the Association of Bay Area Governments (ABAG) projected regional needs in the Regional Housing Needs Determination (RHND) 1999-2006 allocation and calculated the jurisdictional need of the City as 20,327 dwelling units, or an average yearly need of 2,716 net new dwelling units.

Population Growth

The Chinatown YMCA has an average daily population of approximately 205 on-site facility users (health and fitness members, program participants, and community users) and 22 staff, with 6 to 8 staff in the facility at any one time.[5] The building also contains 21 residential and 10 tourist hotel rooms, which the proposed project would change to 25 residential hotel rooms and no tourist hotel rooms. Following project construction and the addition of approximately 20,565 sq.ft. of new recreational and community space, the average daily user population for the Chinatown YMCA would increase to approximately 585 facility users and employees would increase to approximately 30-35 staff persons, with 12-15 staff on site at any given time.[6] This would be a net increase of approximately 380 facility users (185 percent increase) and up to 13 employees (59 percent increase) resulting from the proposed project. Because both new employees and new members would likely be existing San Francisco residents in the area, the proposed project would not induce substantial growth nor create an additional substantial demand for housing.

Displacement

The third floor of the existing YMCA building contains 21 residential and 10 tourist hotel rooms and has an average summer and fall occupancy of 13 to 15 hotel residents.[7] As of July 2006, there were eight tenants in the residential units, down from 11 tenants in January 2006, with 13 residential hotel rooms and all of the tourist hotel rooms vacant.[8] Upon completion, the proposed project would increase residential hotel rooms from 21 to 25, and eliminate the existing ten tourist hotel rooms. Total rooms would be reduced from 31 to 25 rooms with a corresponding decrease in maximum residential population capacity. With the renovation of the residential facilities, including men's and women's bathrooms and community kitchen, the YMCA expects the third floor would be fully rented

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[4] City and County of San Francisco Planning Department, Housing Element of the *General Plan*, February 2003, page 29.

[5] Ms. Kari Lee, Executive Director, Chinatown YMCA, e-mail of February 1, 2006 to Scott T. Edmondson, AICP provided the information in this paragraph on average population and employees based on data from the period June 30, 2005 to December 31, 2005 prior to closure of the recreational facilities on December 31, 2005.

[6] Ms. Kari Lee, Executive Director, Chinatown YMCA, e-mail of February 1, 2006 to Scott T. Edmondson, AICP.

[7] Average taken for the six months preceding December 31, 2005. Ms. Kari Lee, Executive Director, Chinatown YMCA, e-mail of February 1, 2006 to Scott T. Edmondson, AICP.

[8] Wayne Hu, Kensington Investments Ltd., e-mails of July 28, 2006 and August 1, 2006 to Stu During, During Associates, regarding information in the following discussion about existing conditions, relocation, and future occupancy.

and occupied upon completion. The residential population would be expected to reach a maximum of 25 persons in the single occupancy rooms, including men and women but not families.

The YMCA has informed the eight current residents that if the proposed project is approved and building permits issued, they would be required to find new housing, either temporarily during construction or permanently if they do not wish to return upon project completion. The YMCA would provide relocation benefits of up to $1,000 to each tenant, who would also, following the proposed project's completion, have the right to return to the new units pursuant to the Rent Arbitration Board's requirements. With the relocation assistance and right to return, the displacement of the eight existing residents during construction would not be a significant displacement impact. The supply of residential hotel rooms in the city would increase by four rooms.

Conclusion

As discussed above, the proposed project would not induce substantial population growth nor have significant physical environmental effects on housing demand or population. These issues will therefore, not be analyzed in the EIR.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
4. CULTURAL RESOURCES— Would the project:					
a) Cause a substantial adverse change in the significance of a historical resource as defined in §15064.5, including those resources listed in Article 10 or Article 11 of the San Francisco *Planning Code*?	☒	☐	☐	☐	☐
b) Cause a substantial adverse change in the significance of a unique archaeological resource pursuant to §15064.5?	☐	☒	☐	☐	☐
c) Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature?	☐	☐	☐	☒	☐
d) Disturb any human remains, including those interred outside of formal cemeteries?	☐	☒	☐	☐	☐

Historic Architectural Resources

An independent consultant prepared a *Historical Resources Evaluation Report* (HRER) for the proposed project, and its findings are summarized below.[9] The Planning Department Preservation

[9] Patrick McGrew, January 2006 revision.

Specialist Staff reviewed the HRER and prepared an evaluation memo, which also is summarized below.[10]

Although not listed on the National Register of Historic Places, the building has been surveyed for historic significance in 1979, 1982, and 1986 (Chinatown Historic District Survey), and 1990. Each survey found the building eligible for listing. The evaluation for the Chinatown YMCA building suggests a National Register Status of 3D, which means it appears eligible as a contributor to a fully documented district, the proposed Chinatown Historic District. Based upon its established National and California Register eligibility, the Chinatown YMCA Building is considered a historic resource under CEQA.

Buildings in the immediate vicinity of the proposed project site were surveyed between 1974 and 1976 as part of a City-sponsored citywide inventory of architecturally significant buildings. The inventory assessed the architectural significance of 10,000 surveyed structures from the standpoint of overall design and particular design features. Both contemporary and older buildings were included and each building was numerically rated according to its overall architectural significance. The ratings ranged from a low of "0" to a high of "5." Factors considered included architectural significance, urban design context, and overall environmental significance. The existing Chinatown YMCA building received a rating of "1," (of contextual value).

In addition, the Foundation for San Francisco's Architectural Heritage (SF Heritage) rated the building an "A" – of highest importance – in its survey. SF Heritage is the city's oldest not-for-profit organization dedicated to increasing awareness and preservation of San Francisco's unique architectural heritage. SF Heritage has completed several large-scale, intensive surveys throughout the city, the most important of which was the 1978 Downtown Survey. This survey, published in book form as *Splendid Survivors* in 1978, forms the basis of San Francisco's *Downtown Plan.* SF Heritage ratings, that range from D (minor or no importance) to A (highest importance) were converted into Categories V through I and incorporated into Article 11 of the *Planning Code*. During the 1980s, the Downtown Survey was expanded to include peripheral areas. The YMCA building is not listed among buildings in Article 11 of the *Planning Code* (Preservation of Buildings and Districts of Architectural, Historical, Aesthetic Importance in the C-3 Districts).

In a 1986 proposed Chinatown Historic District, the building and site were listed as "Contributing" to the proposed District in accordance to the definition in Article 10 of the *Planning Code* (Preservation of Historical, Architectural, and Aesthetic Landmarks).

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[10] Adam Light, Planning Department Preservation Staff, Memo to Nannie Turrell, Subject: Historic Resource Evaluation Response, November 18, 2005. This document is on file and available for public review by appointment at the Planning Department, 1660 Mission Street, Suite 500, San Francisco, as part of the project file 1999.536E.

Because the property is a historic resource for the purposes of CEQA, as discussed above, it is necessary to establish whether the proposed project could cause a substantial adverse change in the significance of the historic resource. CEQA defines a significant impact generally as a substantial adverse change and a significant historic resources impact as the physical demolition, destruction, relocation, or alteration of the historic resource or its immediate surroundings such that the significance of a historic resource would be materially impaired. CEQA goes on to define "materially impaired" as work that materially alters in an adverse manner those physical characteristics that convey the resource's historic significance and justify its inclusion in the National and California Registries, local registers of historic resources, and a historic resource survey. A significant impact is considered mitigated if the property follows the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* or the *Secretary of Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (Secretary's Standards).*

The proposed new east wing building would cause two changes that would be significant impacts. First, it would remove the original recreation yard that is a historic space. Second, construction of the east wing would alter or obscure up to two-thirds of the ornamented east wall of the existing YMCA building (its principal façade) composed of the main entrance doors, a number of windows on all three levels with ornate decorative detail, and balconies and other decorative features. The proposed project would retain the main historic entry on the east wall, but it would be visible only from inside the YMCA. The balance of the ornamented primary façade would be removed, altered, or obscured from view. The main entrance gate would be removed during construction, then repaired and reassembled on-site. The reassembled main entrance gate would be partially obscured by the proposed addition from some vantage points. The main entrance stairways just inside the entrance gate would be demolished and the ornate decorative front fence would be removed and not reinstalled. Construction of the east wing building would eliminate the recreation area and change the views and obscure substantial portions of the existing building's principal façade.

Planning Department staff has determined that these changes do not comply with *Secretary's Standards 2 and 5.*[11] *Secretary's Standard 2* requires that the 'removal of historic materials and spaces that characterize a property shall be avoided,' and *Secretary's Standard 5* directs that 'distinctive features, finishes, and construction techniques or examples of craftsmanship shall be preserved.' *Secretary's Standard 9* also stipulates that 'new additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property,' and *Secretary's Standard 10* that 'new additions shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.' As the proposed project fails to comply with the *Secretary's Standards* in that it would remove the

[11] Adam Light, November 18, 2005, evaluation Item 4, page 3.

original recreation yard and demolish and alter the principal façade and entrance to the existing building, the result would be a "substantial adverse change" and significant impact. The wholesale obscuring of the eastern façade would be a substantial adverse impact on this historic resource, and would result in a significant loss of integrity. The building would still continue to contribute to the proposed Chinatown Historic District, although its current integrity, which qualifies the building as an individually eligible resource, would be substantially impaired or possibly even lost.[12]

For the reasons discussed above, the proposed project's historic architectural resource impacts will be discussed in the EIR. Implementation of **Mitigation Measure 1, page 63**, which would document the existing building and salvage character-defining materials from the project site, would reduce these impacts, but the loss of the historic resource would remain a significant and unavoidable impact.

Archeological Resources

An archeological resources evaluation of the project site was prepared by an archeological consultant that assesses the potential effects of the proposed project on archeological resources.[13] Originally the project site was located uphill from and near the shoreline of Yerba Buena Cove. There were one or two small ravines following the alignment of Sacramento Street with probably seasonal flows into a fresh water lagoon located near the west side of Montgomery Street. Although a number of prehistoric settlement/cemetery sites have been recorded in the South of Market Area in an area that formed the southern margin of Yerba Buena Cove, no prehistoric site has been discovered in the northern part of Yerba Buena Cove, including Chinatown.

The northern San Francisco Peninsula was occupied by the *Costanoan* people approximately 1500 to 3000 years before the present (B.P.). The *Costanoan*, also known as the *Ohlone*, occupied small settlements on a seasonal basis near fresh water sources and dietary resources such as molluscan beds and acorn tree groves. There is evidence (CA-SFR-28) that Native American peoples occupied San Francisco before the *Costanoans* as early as 5000 B.P. whose origin, lifeways, and language although poorly known, were different to that of the *Costanoan*. Because of the proximity of the project site to fresh water sources and its sheltered location at the base of the eastern slope of Nob Hill, prehistoric deposits/features may be present within the project area.

The archeological consultant speculates that archeological remains associated with a settlement of Native Americans employed by William Richardson, who settled near Sacramento/Montgomery Streets in 1835/36, could be present. Documentary evidence states that they constructed a *temescal*

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[12] Patrick McGrew, January 2006 revision, page 15.

[13] Archeo Tec, Inc., *Archival Cultural Resources Evaluation of the Proposed Chinatown YMCA Project, San Francisco, California,* January 2000. This evaluation is on file and available for public review by appointment at the Planning Department, 1660 Mission Street, Suite 500, San Francisco, as part of the project file 1999.536E.

(sweat house) close to the lagoon located near this intersection. The *temescal* was in existence at least to 1842. These laborers would probably have been former neophytes or Mission Indians who after secularization of Mission Dolores became resident laborers for local Hispanic families.

The project site, or at least a lot containing the project site, was sold by the City to Keaniu Cuani in 1847. It is not known when the site was first improved but by 1852, there were four to five structures on the project site, some or all of which may have been dwellings. The project site is located in an eight-block area that from the beginning of the Gold Rush period or at least the beginning 1850s, was a densely occupied community of immigrants from southern China, locally known as "Chinatown" or "Little China". Sacramento Street was known as *Tong Yan Gai* ("Chinese Street"). By 1885 nearly all of Chinatown's "white prostitution" houses were located on Sacramento Street, between Stockton and Grant Streets. The project site in 1885 contained "Chinese lodgings" and four "white prostitution" houses. It appears that until the end of the 19th century and perhaps until the project site burned in the Earthquake and Fire of 1906, the project site continued to be occupied by the same buildings and uses.

The rebuilding of Chinatown occurred slowly after the 1906 Great Earthquake. In 1913, the project block was still three quarters empty although Grant Avenue was completely built up. Although seven small buildings, including a cabinet shop, carpenter's shop and a printing shop, were clustered on Sacramento Street near Grant Avenue, the project site was vacant. The project site was not developed until the 1920s.

Thus, there is the potential that prehistoric Native Americans or 1850s-1906 Chinese domestic/commercial archeological deposits/features may be present within the project site. It is assumed that the research significance of such archeological resources may qualify them for listing in the California Register of Historic Resources and that, therefore, such archeological resources would be "historic resources" under CEQA (CEQA Guidelines § 15064.5(c)(1)).

The proposed project would require soils disturbance of up to 20 ft. below existing grade and soils disturbance to even greater depths for a drilled pier foundation. The project site is underlain by variable depths of fill, ranging from 3 to 5 ft. for most of the site but up to 20 ft. below surface (B.S.) in the eastern part of the site. The existing four-story building has a basement level 7-8 ft. B.S. Archeological resources present within the site would therefore have been preserved below or within fill deposits. Construction of the existing basement and foundation supports may have had some limited effect on archeological deposits but generally the research integrity of any archeological resources within the project site should be good.

With implementation of **Mitigation Measure 2, page 64**, the proposed project's potential impact on CEQA-significant archeological resources, including human remains interred outside of formal

cemeteries, would be reduced to a less-than-significant-level. Archeological resources, therefore, require no further analysis and will not be included in the EIR.

There are no known paleontological resources at the project site, and, therefore, the proposed project would not result in any adverse effects on paleontological resources.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
5. TRANSPORTATION AND CIRCULATION— Would the project:					
a) Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system (i.e., result in a substantial increase in either the number of vehicle trips, the volume-to-capacity ratio on roads, or congestion at intersections)?			To Be Determined		
b) Exceed, either individually or cumulatively, a level of service standard established by the county congestion management agency for designated roads or highways (unless it is practical to achieve the standard through increased use of alternative transportation modes)?			To Be Determined		
c) Result in a change in air traffic patterns, including either an increase in traffic levels, obstructions to flight, or a change in location, that results in substantial safety risks?	☐	☐	☐	☐	☒
d) Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses?	☐	☐	☒	☐	☐
e) Result in inadequate emergency access?			To Be Determined		
f) Result in inadequate parking capacity that could not be accommodated by alternative solutions?			To Be Determined		
g) Conflict with adopted policies, plans, or programs supporting alternative transportation (e.g., conflict with policies promoting bus turnouts, bicycle racks, etc.), or cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity or alternative travel modes?			To Be Determined		

The proposed project would increase the average daily on-site population by an estimated 380 recreational users, 13 employees, and four residents.[14] The proposed project would also reduce tourist visitors by up to 10 persons (assuming one person per room occupancy). Based on surveys of YMCA users, most facility users would be expected to walk to the site,[15;16] but the proposed project

[14] Ms. Kari Lee, Executive Director, Chinatown YMCA, e-mail of February 1, 2006 to Scott T. Edmondson, AICP.

[15] Wilbur Smith Associates, *Chinatown Y Transportation Study – Final Report,* January 31, 2002. This report is on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, as part of the project file 1999.536E.

[16] Telephone conversation with Ms. Kari Lee, Executive Director, Chinatown YMCA, February 1, 2006.

would also increase traffic, transit, and parking demand in the area. The EIR will discuss the proposed project's potential individual and cumulative effects on traffic and circulation including intersection operations, transit demand, and impacts on pedestrian circulation, parking, including potential construction traffic impacts, emergency vehicle access, and potential conflicts with adopted policies, plans, or programs supporting alternative transportation.

The project site is not located near a public or private airport or within an airport land use plan area. The proposed project does not include any features that would substantially increase transportation hazards. As discussed above under Land Use, page 20, the proposed project would not introduce any incompatible uses. As a result, these potential impacts would be considered less-than-significant and will not be discussed in the EIR further.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
6. NOISE—Would the project:					
a) Result in exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies?	☐	☐	☒	☐	☐
b) Result in exposure of persons to or generation of excessive ground borne vibration or ground borne noise levels?	☐	☐	☒	☐	☐
c) Result in a substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project?	☐	☐	☒	☐	☐
d) Result in a substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project?	☐	☐	☒	☐	☐
e) For a project located within an airport land use plan area, or, where such a plan has not been adopted, in an area within two miles of a public airport or public use airport, would the project expose people residing or working in the area to excessive noise levels?	☐	☐	☐	☐	☒
f) For a project located in the vicinity of a private airstrip, would the project expose people residing or working in the project area to excessive noise levels?	☐	☐	☐	☐	☒
g) Be substantially affected by existing noise levels?	☐	☐	☒	☐	☐

The project site is not within an airport land use plan area, nor is it in the vicinity of a private airstrip and therefore these issues are not discussed further.

The urban setting of the project area includes numerous potential sources of noise. The most significant existing source of noise throughout San Francisco is vehicular traffic, including trucks, cars, buses, and emergency vehicles. Non-vehicular noise sources in the area include surrounding

buildings' operational noise, temporary construction noise such as street repairs along Sacramento Street and renovation of the church across from the project site. The nearest sensitive receptor to the project site would be surrounding residents, and playground users immediately adjacent to the project site. There are no day care facilities nearby. There is a senior center one block to the west, on the southwest corner of the Stockton/Sacramento Streets intersection, and a residential apartment building a half block west at 945 Sacramento Street.

Traffic Noise

Based on published scientific acoustic studies, traffic volumes would need to approximately double to produce a noticeable increase in ambient noise levels in the area. The increase of approximately 22,793 sq.ft. of additional recreational and community facilities uses and four new residential hotel rooms would add approximately 15 p.m. peak-hour vehicle trips to the existing facility's three p.m. peak-hour vehicle trips.[17] This increase in vehicle trips would not be a doubling of traffic volumes in the area, and would therefore not substantially increase ambient noise levels. Traffic noise will not be further analyzed in the EIR.

Building Equipment Noise

The proposed project would include new mechanical equipment, such as air conditioning units and chillers, which could produce operational noise. These operations would be subject to Section 2909 of Article 29 (the Noise Ordinance) of the San Francisco Police Code that limits noise from building operations. Substantial increases in the ambient noise level due to building equipment noise of the proposed project would not be anticipated. The proposed project would therefore, result in a less-than-significant operational noise impact and the EIR will not discuss this issue.

Interior Noise

The proposed project would be subject to Title 24 of the California Code of Regulations that establishes uniform noise insulation standards for residential structures. The proposed development would contain a residential component. Title 24 requires that residential structures (other than detached single-family dwellings) be designed to prevent the intrusion of exterior noise so that the noise level with windows closed, attributable to exterior sources, shall not exceed 45 dBA in any habitable room. This standard is consistent with the City of San Francisco's Noise Element Policies for indoor residential use. For areas with background noise levels between 60 and 70 decibels, the San *Francisco General Plan* states that "new construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation

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[17] Luba C. Wyznyckyj, *YMCA Trip generation Table,* July 15, 2005. This table is on file and available for public review by appointment at the Planning Department, 1660 Mission Street, Suite 500, San Francisco, as part of the project file 1999.536E.

features included in the design."[18] Background noise levels have been measured at approximately 65 decibels.[19] The Department of Building Inspection (DBI) would review the final building plans to ensure that the building wall and floor/ceiling assemblies meet state standards regarding sound transmission. Because the proposed development would comply with Title 24 noise insulation requirements, the existing noise environment would not significantly affect occupant use. The Department of Building Inspection (DBI) would review the final building plans to ensure that the building wall and floor/ceiling assemblies meet State and City standards regarding sound transmission. Existing noise levels would therefore not substantially impact project residents and this issue will not be discussed in the EIR.

Construction Noise

Excavation and project construction would temporarily and intermittently increase noise and possibly vibration levels around the project site and may be considered an annoyance by occupants of nearby properties. Noise and vibration levels over the estimated 16-month construction period, would fluctuate depending on the construction phase, equipment type and duration of use, distance between noise source and listener, and presence or absence of barriers. Construction noises associated with the proposed project would include excavation, truck traffic, foundation construction, steel erection, and finishing. Of these, excavation, site work, and erection of the new building's exterior would likely generate the most construction-related noise. Throughout the construction period there would be truck traffic to and from the site, hauling away excavated materials and debris, or delivering building materials. It is anticipated that the construction hours would be normal working hours during the week, with possible limited work during nights or weekends.

The San Francisco Noise Ordinance (Article 29 of the Police Code) regulates construction-related noise. The ordinance requires that noise levels from individual pieces of construction equipment, other than impact tools, not exceed 80 dBA[20] at a distance of 100 feet from the source. Impact tools, such as jackhammers, must have both the intake and exhaust muffled to the satisfaction of the Director of Public Works. If the noise from the construction work would exceed the ambient noise levels at the property line of the site by five dBA, the work must not be conducted between 8:00 p.m. and 7:00 a.m., unless the Director of DPW authorizes a special permit for conducting the work during that period.

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[18] *San Francisco General Plan*, Environmental Protection Element, Land Use Compatibility Chart for Community Noise.

[19] *San Francisco General Plan*, Environmental Protection Element, Map 1, Background Noise Levels, 1974, Map 2, Thoroughfare Noise Levels, 2974.

[20] dBA is the symbol for decibels using the A-weighted scale. A decibel is a unit of measurement for sound loudness (amplitude). The A-weighted scale is a logarithmic scale that approximates the sensitivity of the human ear.

The project sponsors anticipate using reinforced concrete footings and retaining walls, not piles, because the dense underlying dune sand is stable. The proposed building addition would not have a drilled pier foundation, or use pile driving. As a result, the proposed project would not create unusual levels of ground borne vibration that would disturb nearby residents or businesses, and vibration impacts would be less than significant.

In summary, compliance with Title 24 California Code regulations would ensure existing noise levels would not significantly impact project residents. Operational noise of the proposed project, including traffic-related noise would not significantly increase the ambient noise levels in the project vicinity. Construction-related increases in noise and vibration resulting from project construction would not be considered a significant impact because of the temporary and intermittent nature of construction, and because the contractor would be required to comply with the City's Noise Ordinance. Therefore, noise impacts of the proposed project would be considered less than significant and will not be discussed further in the EIR.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
7. AIR QUALITY **Where available, the significance criteria established by the applicable air quality management or air pollution control district may be relied upon to make the following determinations.** Would the project:					
a) Conflict with or obstruct implementation of the applicable air quality plan?	☐	☐	☐	☒	☐
b) Violate any air quality standard or contribute substantially to an existing or projected air quality violation?	☐	☐	☒	☐	☐
c) Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is non-attainment under an applicable federal, state, or regional ambient air quality standard (including releasing emissions which exceed quantitative thresholds for ozone precursors)?	☐	☐	☒	☐	☐
d) Expose sensitive receptors to substantial pollutant concentrations?	☐	☒	☐	☐	☐
e) Create objectionable odors affecting a substantial number of people?	☐	☐	☐	☒	☐

The Federal Clean Air Act (CAA), as amended, and the California Clean Air Act (CCAA) legislate ambient air standards and related air quality reporting systems for regional regulatory agencies to then develop mobile and stationary source control measures to meet the standards. The Bay Area Air Quality Management District (BAAQMD) is the primary responsible regulatory agency in the Bay Area for planning, implementing, and enforcing the federal and state ambient standards for criteria

pollutants.[21] Criteria air pollutants include ozone, carbon monoxide (CO), nitrogen dioxide (NO_2), sulfur dioxide (SO_2), particulate matter (PM_{10} & $PM_{2.5}$) and lead.

The San Francisco Bay Area Air Basin encompasses many counties including San Francisco, Alameda, Contra Costa, Marin, San Mateo, Napa and parts of Solano and Sonoma Counties. The San Francisco Air Basin has a history of air quality violations for ozone, carbon monoxide, and particulate matter. The basin currently does not meet the State ambient air quality standards for ozone, PM_{10}, and $PM_{2.5}$. BAAQMD has adopted air quality management plans over the years to address control methods and strategies to meet air quality standards, the latest plans being the *Bay Area 2000 Clean Air Plan, 2001 Ozone Attainment Plan,* and *2005 Bay Area Ozone Strategy.*

Operational Emissions

The proposed project addition and renovation would affect local air quality by increasing vehicular traffic on nearby roads and at the project site, and by adding stationary emissions (mechanical equipment) to the project site. According to the BAAQMD, vehicles are the primary source of operational project-related emissions.[22] The BAAQMD has established thresholds for projects requiring its review for potential air quality impacts.[23] These thresholds are based on the minimum size projects that the BAAQMD considers capable of producing air quality problems due to vehicular emissions. The BAAQMD generally does not recommend a detailed air quality analysis for residential projects with fewer than 320 single-family or 510 multi-family units, or projects that would generate fewer than 2,000 vehicle trips per day. The proposed project's additional approximately 22,793 sq.ft. of recreational and community space and four residential hotel rooms would be expected to add an estimated 15 p.m. peak-hour vehicle trips.[24] Therefore, the proposed project would not exceed the BAAQMD thresholds.

Additional stationary source emissions, generated by mechanical equipment, and the combustion of natural gas for building space and water heating would be relatively minimal, and would therefore be considered less than significant. The proposed project would not violate any BAAQMD ambient air quality standard or contribute substantially to an existing or projected air quality violation. For all of the above reasons, the proposed project would not generate significant operational air quality impacts.

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[21] State & Federal air quality standards for and the Bay Area's attainment status can be viewed on the BAAQMD website at http://www.baaqmd.gov.

[22] Bay Area Air Quality Management District, *BAAQMD CEQA Guidelines, Assessing the Air Quality Impacts of Projects and Plans*, December 1999.

[23] Ibid, page 25.

[24] Luba C. Wyznyckyj, *YMCA Trip generation Table,* July 15, 2005.

The proposed project would be generally consistent with the *General Plan* and as such air quality management plans such as the *Bay Area 2000 Clean Air Plan*, and the *Bay Area 2005 Ozone Strategy*. Additionally, the *General Plan*, *Planning Code*, and City Charter implement various transportation control measures identified in the *2005 Ozone Strategy* through the City's Transit First Program, bicycle parking requirements, transit development fees, and other actions. Accordingly, the proposed project would not contribute considerably to cumulative air quality impacts, nor would it interfere with implementation of the *2005 Ozone Strategy* or the *2001 Ozone Attainment Plan*, which are the applicable regional air quality plans developed to improve air quality towards attaining the state and federal ambient air quality standards. As such the operational characteristics of the proposed project would not result in cumulatively considerable increases in regional air pollutants.

Odors

According to the BAAQMD, typical operational uses that may result in significant odor impacts include wastewater treatment plants, landfills, asphalt batch plants, chemical manufacturing, painting/coating operations, and coffee roasters. The proposed project would not increase or change perceptibly odors on the project site or in the vicinity of the proposed project, as it would not include uses with objectionable odors. Observation indicates that surrounding land uses are not sources of objectionable odors that would adversely affect project residents. Therefore, creation of objectionable odors would not be an impact of the proposed project.

Construction Emissions

Site preparation activities, such as excavation, grading, foundation construction, and other ground-disturbing construction activity would temporarily affect localized air quality during the construction phases for the proposed project causing temporary and intermittent increases in particulate dust and other pollutants. The movement of heavy equipment would create fugitive dust (particulate matter including PM_{10} and $PM_{2.5}$) and diesel fuel combustion would emit nitrogen oxides (NOx), carbon monoxide (CO), sulphur dioxide (SO_2), reactive organic gases or hydrocarbons (ROG or HC), and particulate matter with a diameter of less than 10 microns (PM_{10}).

While construction emissions would occur in short-term, temporary phases, they could cause adverse effects on local air quality. Soil movement for foundation excavation and site grading lasting approximately five months would create the potential for wind-blown dust to add to the particulate matter in the local atmosphere while open soil would be exposed. Although more of a nuisance than a health hazard to most people, the dust could affect persons with respiratory diseases immediately downwind of the site, as well as any sensitive electronics or communications equipment. Seniors, children or other potentially sensitive receptors near the proposed project may be exposed to some limited airborne dust associated with the project demolition and ground-disturbance activities. The BAAQMD, in its *CEQA Guidelines*, has identified a set of PM_{10} and $PM_{2.5}$ control measures for

construction activities such as twice daily watering of exposed soil areas, daily sweeping of surrounding streets, covering of construction vehicle loads, and on-going construction truck maintenance to minimize exhaust emissions. In order to reduce the quantity of dust generated during site preparation and construction, the project sponsor has agreed to implement **Mitigation Measure 3** listing the BAAQMD PM_{10} control measures (see Section D. Mitigation Measures, page 67). With the implementation of **Mitigation Measure 3**, construction-related air quality impacts of the proposed project would be reduced to a less-than-significant level.

Conclusion

As discussed above, the proposed project would not conflict with applicable air quality plans, would not create significant operational or cumulative air emissions, and would not create objectionable odors. With the implementation of **Mitigation Measure 3, page 67**, the proposed project's construction-related air quality impacts would be reduced to a less-than-significant level. The EIR will therefore, not include a discussion relating to air quality issues.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
8. WIND AND SHADOW—Would the project:					
a) Alter wind in a manner that substantially affects public areas?	☐	☐	☐	☒	☐
b) Create new shadow in a manner that substantially affects outdoor recreation facilities or other public areas?	To Be Determined				

Wind

Typically, winds in San Francisco are from the west off the Pacific Ocean, and wind speeds in general are greatest in the spring and summer, and the least in the fall. Wind can interact with buildings to accelerate ground-level wind speeds and create uncomfortable or hazardous conditions for pedestrians. Daily wind speeds vary with the strongest wind in the late afternoon and lightest winds in the morning. Ground-level wind impacts are generally caused by the extent a building is taller than surrounding structures, as well as its massing and orientation in relation to the wind stream. A building that is surrounded by taller structures is not likely to cause adverse wind accelerations at ground level, while even a small building can cause wind problems if it is freestanding and exposed.

The project site is currently occupied by the three-story (over partially below-grade basement), 45-foot-tall Chinatown YMCA building that would remain. The proposed project would construct a three-story, approximately 40-foot-tall east wing building addition covering the open eastern portion

of the project site. The new addition would be surrounded by adjacent three- to seven-story buildings and abut the taller building on the site. It would be approximately the same height as the adjacent building to the east, about five feet lower than the existing YMCA building on site, and lower than the seven-story building to the rear of the project site off Sabin Place. The project site is also located on the eastern side of Nob Hill, an area generally sheltered from northwesterly prevailing winds. Wind sheltering generally limits the strength of wind accelerations that occur at ground level. The proposed project would not increase the building height on site, would be smaller than other surrounding buildings and in an area with some wind sheltering. Therefore, the proposed project would not result in adverse ground-level wind impacts and this issue will not be discussed in the EIR.

Shadow

The project site is across from and south of the Chinese Playground, a Recreation and Park Commission property that occupies a large portion of the block across Sacramento Street bounded by Grant Avenue and Sacramento, Clay and Stockton Streets. Section 295 of the *Planning Code* was adopted in response to Proposition K (passed November 1984) in order to protect parks and recreation centers under the jurisdiction of, or to be acquired by, the Recreation and Park Department from new shadows, from buildings or additions higher than 40 feet, during the period between one hour after sunrise and one hour before sunset, year round, unless the Planning Commission, in consultation with the Recreation and Park Commission, finds the impact to be less than significant. Although the proposed project would not change the exterior of the existing 45-foot-tall Chinatown YMCA and the proposed east wing building would be less than 40 feet (39-feet, 9-inches), discussion of shadow-related impacts of the project will be further analyzed in the EIR.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
9. RECREATION—Would the project:					
a) Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facilities would occur or be accelerated?	☐	☐	☐	☒	☐
b) Include recreational facilities or require the construction or expansion of recreational facilities that might have an adverse physical effect on the environment?	☐	☐	☐	☒	☐
c) Physically degrade existing recreational resources?	☐	☐	☒	☐	☐

The existing YMCA building provides recreational services and facilities that will be expanded with the proposed project. The proposed project would also add four residential hotel rooms and remove

10 tourist hotel rooms. There are five other recreation facilities in the immediate four-block vicinity including the Chinese Playground across Sacramento Street, St. Mary's Square two blocks to the southeast near California Street and Grant Avenue, Portsmouth Square two blocks to the northeast at Clay and Kearny Streets, the Chinese Recreation Center located at 1119 Mason is four blocks to the west (southwest corner of Washington and Mason Streets), and the Woh Hei Yuen Recreation Center located at 900 Jackson Street is four blocks to the north.

The project site is located in an area identified in the *San Francisco General Plan* as in high need for recreational facilities and improvements (to be given the highest priority for new parks and recreational facilities in the City).[25] The proposed project would increase the use of the YMCA building on-site, but would not substantially increase the use of existing community recreational facilities in the area. The proposed project's increase in residential hotel rooms would not be considered a substantial contribution to the existing demand for public recreational facilities in this area and would not result in substantial physical deterioration of existing recreational resources. The proposed project would not require the construction or expansion of off-site recreational facilities that might have an adverse physical effect on the environment. Therefore, the proposed project would have a less than significant impact with regard to recreation and this topic will not be discussed further in the EIR.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
10. UTILITIES AND SERVICE SYSTEMS—Would the project:					
a) Exceed wastewater treatment requirements of the applicable Regional Water Quality Control Board?	☐	☐	☐	☒	☐
b) Require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	☐	☐	☐	☒	☐
c) Require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects?	☐	☐	☐	☒	☐
d) Have sufficient water supply available to serve the project from existing entitlements and resources, or require new or expanded water supply resources or entitlements?	☐	☐	☒	☐	☐

[25] City of San Francisco General Plan, Recreation and Open Space Element, Map 9: Open Space Improvement Priority Plan, Adopted July 1995.

Topics:	Potentially Significant Impact	Less Than Significant with Mitigation Incorporated	Less Than Significant Impact	No Impact	Not Applicable
e) Result in a determination by the wastewater treatment provider that would serve the project that it has inadequate capacity to serve the project's projected demand in addition to the provider's existing commitments?	☐	☐	☒	☐	☐
f) Be served by a landfill with sufficient permitted capacity to accommodate the project's solid waste disposal needs?	☐	☐	☒	☐	☐
g) Comply with federal, state, and local statutes and regulations related to solid waste?	☐	☐	☐	☒	☐

The project site is within an urban area that is served by utility service systems, including water, wastewater and storm water collection and treatment, and solid waste collection and disposal. The proposed expansion of the YMCA building would increase demand for and use of such utilities and services, but not in excess of amounts expected and provided for in this area.

Sewer and Wastewater Service

The project site is served by San Francisco's combined sewer system, which handles both sewage and stormwater runoff. The Southeast Water Pollution Control Plant (Southeast Plant) provides wastewater and stormwater treatment and management for the east side of the city, including the project site. No major new sewer or stormwater facilities or construction would be needed to serve the proposed project. The proposed project would meet the wastewater pre-treatment requirements of the San Francisco Public Utilities Commission, as required by the San Francisco Industrial Waste Ordinance in order to meet Regional Water Quality Control Board requirements.[26] The proposed project would not significantly increase the total wastewater volume discharged by the project site, particularly since the site is currently completely covered with impervious surfaces. The proposed expansion of the YMCA building would not substantially increase the demand for wastewater treatment to the project site and would therefore result in a less-than-significant wastewater service impact. This topic will not be discussed further in the EIR.

Water Supply Facilities

The proposed project, with additional recreational space including a larger replacement swimming pool and approximately 387 new facility users, would consume an estimated additional 24,000 gallons of water per day.[27] Although the proposed project would incrementally increase the demand

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[26] City and County of San Francisco, Ordinance No. 19-92, San Francisco Municipal Code (Public Works), Part II, Chapter X, Article 4.1 (amended), January 13, 1992.

[27] Based on current residential use in San Francisco of 62 gallons per capita per day (SFPUC, *2005 Urban Water Management Plan for the City and County of San Francisco (UWMP),* December 2005, page 40, http://sfwater.org/detail.cfm/MC_ID/7/MSC_ID/106/ MTO_ID/NULL/C_ID/2776). Based on 62 gallons per day and a total of 387 additional facility users, the proposed project would consume approximately 23,994 gallons of water per

for water in San Francisco, the estimated increase in demand could be accommodated within anticipated water use and supply for San Francisco.[28] The new construction would be designed to incorporate water-conserving measures, such as low-flush toilets and urinals, as required by the *California State Building Code* Section 402.0(c). As discussed under the Air Quality topic, during project construction, the project sponsor and project building contractor must comply with Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, which requires that non-potable water be used for dust control activities. Since the proposed project's water demand could be accommodated by the existing and planned supply anticipated under the San Francisco Public Utility Commission's *2005 UWMP* and would use best-practice water conservation devices, it would not result in a substantial increase in water use and could be served from the existing water supply entitlements and resources. Therefore, the proposed project would result in less-than-significant project-specific and cumulative water impacts and this topic will not be further discussed in the EIR.

Solid Waste

Solid waste would be collected by Sunset Scavenger Company, hauled to the Norcal transfer station near Candlestick Point, and recycled as feasible, with non-recyclables being disposed of at the Altamont Landfill, where it is required to meet federal, state, and local solid waste regulations. A substantial expansion of the Altamont Landfill, approved in 1997 and under construction will accommodate San Francisco's solid waste stream well into the future. Additionally, the City has a goal to divert most (75%) of its waste away from disposal (through recycling, composting, etc.) by 2010 and to divert all waste by 2020. The solid waste associated with the project construction and operation would not substantially affect the projected life of the Altamont Landfill. The size and types of uses proposed for expansion would similarly not significantly increase the amount of solid waste produced on-site. Therefore, the proposed project would result in less-than-significant project-specific and cumulative solid waste impact, and will not be further discussed in the EIR.

Conclusion

No new water delivery or wastewater collection and treatment facilities would be required to serve the proposed project. The proposed project's solid waste would be recycled as feasible at the Norcal transfer station, with non-recyclables disposed of at the Altamont Landfill, where adequate capacity exists to serve existing and future needs of San Francisco. The proposed project would incrementally increase the demand for water, wastewater, and other utilities on-site, but not in excess of anticipated

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day, rounded to 24,000 gallons per day. This residential estimate is likely higher than the actual recreational use of new facility users, but other rates available (retail, warehouse) would likely underestimate water use.

[28] San Francisco Public Utility Commission, *2005 UWMP*. The *2005 UWMP* uses the San Francisco Planning Department's current long range growth projections – *Land Use Allocation 2002* – an estimate of total growth expected in the City and County of San Francisco from 2000 – 2025. These projections have similar employment growth and approximately 15,000 higher household growth than ABAG Projections 2002.

demand projected for the City of San Francisco. Therefore, the proposed project would result in a less-than-significant utilities and service systems impact and this topic will not be further discussed in the EIR.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporation*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
11. PUBLIC SERVICES— Would the project:					
a) Result in substantial adverse physical impacts associated with the provision of, or the need for, new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for any public services such as fire protection, police protection, schools, parks, or other services?	☐	☐	☒	☐	☐

Police and Fire Protection

The current YMCA facility receives police and fire protection services from the San Francisco Police Department and the San Francisco Fire Department, respectively. The proposed addition of approximately 380 recreational daytime users, up to 13 employees, and four new residential hotel rooms would incrementally increase the demand for fire and police services to the project site. The nearest police station is the Central Station located at 766 Vallejo Street, eight blocks away. The nearest fire stations are Station 2, located five blocks away at 1340 Powell Street and Station 13, six blocks away at 530 Sansome Street. Although the proposed project could increase the number of calls received from the area or the level of regulatory oversight that must be provided as a result of the increased concentration of activity on site, the increase in responsibilities would not likely be substantial in light of the existing demand for police and fire protection services in Chinatown area. The proposed expansion and existing building renovation would be required to comply with the current Building Code's fire safety and fire prevention standards. The increase in demand for police and fire protection services resulting from the proposed project expansion would not be substantially greater than existing demand for fire and police protection services in the project area, and meeting this additional service demand would not require the construction of new police or fire prevention facilities. The proposed project would therefore, not result in a significant environmental impact and the EIR will not discuss police or fire protection services further.

Schools

The nearest pre-school, the Commodore Stockton Child Development Center, is about two blocks from the project site, at 949 Washington Street. The two nearest public elementary schools are equidistant at about four blocks from the project site and include the Gordon J. Lau Elementary

School at 950 Clay Street and the Chinese Education Center at 657 Merchant Street. The nearest middle school is the Francisco Middle School at 2190 Powell Street and the closest high school is Newcomer High School at 2340 Jackson Street. As part of the San Francisco Unified School District's (SFUSD's) current facilities consolidation and closure planning to be completed for school year 2006-07, Newcomer High School will move to the site of Edison Charter Academy at 3521 22nd Street (at Dolores Street).[29] At that time, Galileo High School at 1150 Francisco Street would be the closest to the site. The proposed project's additional four single occupancy residential hotel rooms would not house new families with children. Similar to other citywide development, the proposed project would be assessed $2.42 per gross square foot for the increase in residential space, approximately $968 for the additional four residential hotel rooms.[30] The proposed project's expansion, including four additional single room occupancy residential hotel rooms, would therefore not result in an increased demand for nor be a significant impact on school facilities in San Francisco. The EIR will therefore, not discuss school-related impacts further.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporation*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
12. BIOLOGICAL RESOURCES— Would the project:					
a) Have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies; or regulations, or by the California Department of Fish and Game or U.S. Fish and Wildlife Service?	☐	☐	☐	☒	☐
b) Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations or by the California Department of Fish and Game or U.S. Fish and Wildlife Service?	☐	☐	☐	☐	☒
c) Have a substantial adverse effect on federally protected wetlands as defined by Section 404 of the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means?	☐	☐	☐	☐	☒
d) Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites?	☐	☐	☐	☒	☐

[29] San Francisco Unified School District, *School Closure Decision*, January 19, 2006, http://portal.sfusd.edu/data/home/School_Closure_Decisions.pdf.

[30] Wayne Hu, Kensington Investments Ltd. Average room size is 100 sq.ft.

Topics:	Potentially Significant Impact	Less Than Significant with Mitigation Incorporation	Less Than Significant Impact	No Impact	Not Applicable
e) Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance?	☐	☐	☐	☒	☐
f) Conflict with the provisions of an adopted Habitat Conservation Plan, Natural Community Conservation Plan, or other approved local, regional, or state habitat conservation plan?	☐	☐	☐	☐	☒

The project site is within a developed urban area and is completely covered by impervious surfaces. The site, therefore, does not provide habitat for any rare or endangered plant or animal species, and the proposed project would not affect or substantially diminish plant or animal habitats, including riparian or wetland habitat. The proposed project would not interfere with any resident or migratory species, or affect any rare, threatened, or endangered species. There are no adopted habitat conservation plans applicable to the project site.

The San Francisco Board of Supervisors recently adopted legislation that amended the City's Urban Forestry Ordinance, *Public Works Code* Sections 801 et. seq., to require a permit from the DPW to remove any protected trees. Protected trees include landmark trees, significant trees, or street trees located on private or public property anywhere within the territorial limits of the City and County of San Francisco. No trees are existing on or adjacent to the project site and therefore, none would be removed with the proposed project. Based on the above, the proposed project would not result in significant adverse impacts on biological resources, and the EIR will not analyze this issue further.

Topics:	Potentially Significant Impact	Less Than Significant with Mitigation Incorporated	Less Than Significant Impact	No Impact	Not Applicable
13. GEOLOGY AND SOILS— Would the project:					
a) Expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death involving:					
i) Rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault? (Refer to Division of Mines and Geology Special Publication 42.)	☐	☐	☐	☒	☐
ii) Strong seismic ground shaking?	☐	☐	☒	☐	☐
iii) Seismic-related ground failure, including liquefaction?	☐	☐	☒	☐	☐
iv) Landslides?	☐	☐	☐	☒	☐

Topics:	Potentially Significant Impact	Less Than Significant with Mitigation Incorporated	Less Than Significant Impact	No Impact	Not Applicable
b) Result in substantial soil erosion or the loss of topsoil?	☐	☐	☐	☒	☐
c) Be located on geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction, or collapse?	☐	☐	☒	☐	☐
d) Be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code, creating substantial risks to life or property?	☐	☐	☐	☒	☐
e) Have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater?	☐	☐	☐	☐	☒
f) Change substantially the topography or any unique geologic or physical features of the site?	☐	☐	☐	☒	☐

The proposed project would connect to the City's sewer and stormwater collection and treatment system and would not use a septic waste disposal system; nor will it substantially change the topography of the site or any unique geologic or physical features of the site.

The elevation of the project site ranges from approximately 88.2 feet above Mean Sea Level (MSL) along the east side to about 108.2 feet MSL at the northwest corner of the sidewalk. A 40-foot-wide paved court occupies the eastern third of the project site, and an unpaved back yard is located on the southwest corner of the property. The courtyard, with an approximate elevation of 90 feet, is bordered on the east by an 8-foot retaining wall and on the south by a 10-foot concrete walkway.

Based on the geotechnical report prepared for the project site, the site is underlain by 2.5 to 21 feet of fill.[31] Fill material in the area typically includes sand, silt, clay, and rock waste from excavations, but may also contain brick, wood, concrete, and other manmade debris. Underlying the fill are natural soil deposits consisting of stiff to very stiff sandy clays and dense clayey sand. The sandy clay in one boring in the southeastern corner of the site was underlain by severely weathered sandstone of the Franciscan formation to the depth explored, about 15.5 feet. The subsurface investigation included five borings drilled to depths of 15 to 25.5 feet below the ground surface. Groundwater was encountered in one of the borings, at a depth of 11 feet.

Based on its San Francisco location, it is likely that the site would experience periodic minor earthquakes and potentially a major (moment magnitude [Mw] greater than 7.1 characteristic) earthquake on one or more of the nearby faults during the life of the proposed development. The project site is located approximately 7.5 miles east of the San Andreas Fault, 11 miles east of the San

[31] Trans Pacific Geotechnical Consultants, Inc., *Geotechnical Investigation, Proposed Additions, Chinatown YMCA Building,* 855 Sacramento Street, San Francisco, California, March 8, 1995. This report is on file at the Planning Department in Project File # 1999.536E, Fifth floor, 1660 Mission Street, San Francisco.

Gregorio North Fault, and 11 miles west of the northern Hayward Fault. The Working Group for California Earthquake Probabilities estimates a 62 percent probability of an earthquake of Mw 6.7 or greater occurring on one of the major faults in the Bay Area by 2032.[32]

The project site is not within an Earthquake Fault Zone as defined by the Alquist-Priolo Earthquake Fault Zoning Act and no known fault or potentially active fault exists on the site. In a seismically active area, such as the San Francisco Bay area, the possibility exists for future faulting in areas where no faults previously existed. The geotechnical investigation report for the project site found no evidence of active faulting on the site and concludes that the risk of surface faulting is low. However, during an earthquake along any of the major faults mentioned above, the ground at the project site would experience very strong shaking. Strong shaking during an earthquake can result in ground failure associated with soil liquefaction, lateral spreading, and cyclic densification.

The Community Safety Element of the *General Plan* contains maps that indicate areas of the city where one or more geologic hazards exist. Maps 2 and 3 in the Community Safety Element of the *General Plan* show the intensity of ground shaking in San Francisco from two of the most probable earthquakes, one of magnitude 7.1 on the San Andreas Fault and one of magnitude 7.1 on the northern segment of the Hayward fault. The project site is in a Seismic Hazards Study Zone designated by the California Division of Mines and Geology as an area subject to "moderate" and "non-structural" damage from seismic groundshaking along the Peninsula segment of the San Andreas Fault and along the Northern segment of the Hayward fault, respectively. The project site is not in an area subject to landslide, seiche, or tsunami run-up, or reservoir hazards (Maps 5, 6, and 7 in the Community Safety Element).[33]

The northern section of the project site is located in an area delineated by the California Division of Mines and Geology as historically or potentially subject to liquefaction (Map 4 in the Community Safety Element). However, the geotechnical consultant concluded that there is very little potential for liquefaction at the site, because the soils on-site are not loose, clean, poorly graded, fine grained sands, which would constitute the soil type most susceptible to liquefaction.[34] For any development proposal in an area of liquefaction potential, DBI will require the project sponsor to prepare an updated geotechnical report pursuant to the State Seismic Hazards Mapping Act, in its review of the building permit application. The report would assess the nature and severity of the hazard(s) on the site and recommend project design and construction features that would reduce the hazard(s). The geotechnical analysis completed for the proposed project made recommendations for foundations,

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[32] Earthquake probabilities were analyzed by the Working Group for California Earthquake Probabilities, a group assembled by the U.S. Geological Survey, Earthquake Hazards Program. Its analysis is available online for review at http://quake.usgs.gov/research/seismology/wg02/.

[33] City and County of San Francisco, Community Safety Element, *San Francisco General Plan*, April 1997.

[34] Trans Pacific Geotechnical Consultants, Inc., March 8, 1995.

soil improvements, retaining walls, site grading and drainage and other geotechnical aspects of the proposed project. The geotechnical analysis found the site suitable for development provided that geotechnical recommendations were incorporated into the design and construction of the proposed project. The project sponsor has agreed to follow the recommendations of the current and any updated geotechnical report in constructing the proposed project.

In reviewing the final building plans, DBI refers to a variety of information sources to determine existing hazards and assess requirements for mitigation. Sources reviewed include maps of Special Geologic Study Areas and known landslide areas in San Francisco as well as the building inspector's working knowledge of areas of special geologic concern. During DBI's review of building permits for the site, they would require the preparation of an updated geotechnical report. Also, DBI could require that additional site-specific soils report(s) be prepared in conjunction with permit applications, as needed.

To ensure compliance with all applicable Building Code provisions regarding structural safety, when reviewing the geotechnical report and building plans for a proposed project, DBI will ensure that the engineering and design features for the proposed project would reduce potential damage to structures from ground shaking and other seismic and geologic hazards. Potential damage to structures from geologic hazards would be mitigated through the DBI review of the building permit application and implementation of the Building Code.

For all of the above reasons, the proposed project would not result in significant impacts related to geology, topography, or seismic or soil hazards, either individually or cumulatively. The EIR will not further discuss these topics.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporation*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
14. HYDROLOGY AND WATER QUALITY— Would the project:					
a) Violate any water quality standards or waste discharge requirements?	☐	☐	☐	☒	☐
b) Substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of pre-existing nearby wells would drop to a level which would not support existing land uses or planned uses for which permits have been granted)?	☐	☐	☐	☒	☐
c) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner that would result in substantial erosion of siltation on- or off-site?	☐	☐	☐	☒	☐

Topics:	Potentially Significant Impact	Less Than Significant with Mitigation Incorporation	Less Than Significant Impact	No Impact	Not Applicable
d) Substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff in a manner that would result in flooding on- or off-site?	☐	☐	☐	☒	☐
e) Create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff?	☐	☐	☒	☐	☐
f) Otherwise substantially degrade water quality?	☐	☐	☒	☐	☐
g) Place housing within a 100-year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other authoritative flood hazard delineation map?	☐	☐	☐	☐	☒
h) Place within a 100-year flood hazard area structures that would impede or redirect flood flows?	☐	☐	☐	☐	☒
i) Expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam?	☐	☐	☐	☒	☐
j) Expose people or structures to a significant risk of loss, injury or death involving inundation by seiche, tsunami, or mudflow?	☐	☐	☐	☒	☐

The project site is not located within a 100-year flood hazard area. As discussed above, the project site is not in an area subject to tsunami run-up, or reservoir inundation hazards (Maps 6, and 7 in the *General Plan* Community Safety Element). Groundwater is not used as a drinking water supply in the City and County of San Francisco.

Water Quality

The proposed project would not substantially degrade water quality or contaminate a public water supply. All sanitary wastewater from the proposed project's new integrated facility and storm water runoff from the project site would flow into the city's combined sewer system to be treated at the Southeast Water Pollution Control Plant prior to discharge into San Francisco Bay. Treatment would be provided pursuant to the effluent discharge standards contained in the City's National Pollutant Discharge Elimination System (NPDES) permit for the plant. During operations and construction, the proposed project would be required to comply with all local wastewater discharge and water quality requirements. Therefore, the proposed project would not substantially degrade water quality.

Groundwater Resources

Due to the anticipated depth of excavation of 10 feet or more, and the estimated groundwater level of approximately 11 feet below the site surface, site dewatering could be required during excavation. The Bureau of System Planning, Environment and Compliance of the Public Utilities Commission must be notified of projects requiring dewatering, and may require groundwater analysis before

discharge. Any groundwater discharged during construction of the proposed project would be subject to requirements of the City's Industrial Waste Ordinance (Ordinance Number 199-77) that groundwater meet specified water quality standards before it may be discharged into the sewer system.

Should dewatering be necessary, the final soils report would address the potential settlement and subsidence impacts of this dewatering. Based on this discussion, the soils report would determine whether or not a lateral movement and settlement survey should be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey were recommended, DPW would require that a Special Inspector (as defined in Article 3 of the Building Code) be retained by the project sponsor to perform this monitoring. Groundwater observation wells would be installed to monitor potential settlement and subsidence. If, in the judgment of the Special Inspector, unacceptable movement were to occur during construction, groundwater recharge would be used to halt this settlement. The project sponsor would delay construction if necessary. Costs for the survey and any necessary repairs to service lines under the street would be borne by the project sponsor. If dewatering were necessary, the project sponsor and its contractor would follow the geotechnical engineers' recommendations regarding dewatering to avoid settlement of adjacent streets, utilities, and buildings that could potentially occur as a result of dewatering.

The project site is nearly completed covered with impervious surfaces and natural groundwater flow would continue under and around the site. The renovation and new construction of the proposed project will not increase impervious surface coverage on the site nor reduce infiltration and groundwater recharge. Therefore, the proposed project would not substantially alter existing groundwater quality or surface flow conditions.

Erosion and Flooding

As noted above, a majority of the project site is covered with impervious surfaces and the proposed project would not change the amount of impervious surface area at the site. As a result, there would be no increase in the quantity and rate of storm water runoff from the site that flows to the city's combined sewer system. Site drainage would be redesigned with the proposed project, but site runoff would continue to drain to the city's combined storm and sanitary sewer. The foundation and portions of the building below grade would be water tight to avoid the need to permanently pump and discharge water. Because storm water flows from the proposed project could be accommodated by the existing combined sewer system, and because there would not be an expected increase in stormwater flows, the proposed project would not significantly impact surface or ground water quality nor cause substantial flooding or erosion.

Over the construction period, there would be a potential for erosion and transportation of soil particles during site preparation, excavation, foundation pouring, and construction of the building

shell. Once in surface water runoff, sediment and other pollutants could leave the construction site and ultimately be released into San Francisco Bay. As discussed above, stormwater runoff from project construction would drain to the combined sewer and stormwater system and be treated at the Southeast Water Pollution Control Plant. Pursuant to *Building Code* Chapter 33 (Excavation and Grading) and the City's NPDES permit, the project sponsor would be required to implement measures to reduce potential erosion impacts. Therefore, the proposed project would not substantially degrade water quality.

Based on the information presented above, the proposed project would not have significant water quality, groundwater, flooding, or erosion impacts nor be at risk from dam or levee failure or from seiche, tsunami, or mudflow inundation. Therefore, these topics will not be discussed further in the EIR.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
15. HAZARDS AND HAZARDOUS MATERIALS— Would the project:					
a) Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials?	☐	☐	☒	☐	☐
b) Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment?	☐	☒	☐	☐	☐
c) Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school?	☐	☒	☐	☐	☐
d) Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would it create a significant hazard to the public or the environment?	☐	☐	☐	☒	☐
e) For a project located within an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, would the project result in a safety hazard for people residing or working in the project area?	☐	☐	☐	☐	☒
f) For a project within the vicinity of a private airstrip, would the project result in a safety hazard for people residing or working in the project area?	☐	☐	☐	☐	☒
g) Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan?	☐	☐	☒	☐	☐
h) Expose people or structures to a significant risk of loss, injury or death involving fires?	☐	☐	☒	☐	☐

The project site is not located within an airport land use plan area, or in the vicinity of a private airstrip. The City has adopted an ordinance (Ordinance 253-86, signed by the Mayor on June 27,

1986), which requires analyzing soil for hazardous wastes within specified areas, known as the Maher area, when over 50 cubic yards of soil is to be disturbed and on sites specifically designated by the Director of Public Works.[35] The project site falls outside the boundary of the Maher Ordinance and, therefore, would not be subject to this ordinance. The project site is located within ¼ mile of the Gordon J. Lau Elementary School located at 950 Clay Street and is across from the Chinese Playground Recreation and Park property.

A Phase I Environmental Site Assessment (ESA) was prepared for the project site.[36] An ESA assesses possible environmental concerns related to on-site or nearby chemical use, storage, handling, spillage, and/or on-site disposal, with particular focus on potential degradation of soil or groundwater quality. The ESA also reviews the land use history of the project site and operating practices at or near the site to assess potential hazards from reported chemical releases on nearby properties and the potential migration of chemicals, contaminants, and toxics onto the project site.

Project Site

Early *Sanborn Fire Insurance Maps* from 1887 indicate the project site was developed with several two-story mixed-use residential tenement buildings with ground floor commercial. An alley, called Oneida Place, also crossed the project site at that time. By 1913, this alley had disappeared, and the project site was vacant. The existing YMCA building was constructed in 1925 and the site has essentially remained unchanged since that time. The project site is not listed on the California Department of Toxic Substances Control Hazardous Waste and Substances Sites List. Site inspection conducted for the ESA did not indicate the presence of current or former below- or above-ground fuel storage tanks or note any evidence of spills or dumping on-site.

The project site is not listed in database reports from State and federal regulatory agencies that identify businesses and properties that handle or have released hazardous materials or waste. According to the Phase I environmental assessment, the City Department of Public Health reported a current Hazardous Materials Registration Certificate on file that indicates 77 gallons of hazardous liquids and 150 pounds of solid hazardous materials are stored on the site, including chlorine, acid, and base for swimming pool maintenance and chlorine bleach and soap for cleaning. Violations have been noted during inspections by the Department of Public Health, including the lack of secondary containment for the liquids, "corrosive" labels for the tanks storing base and acid and self-inspection

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[35] The Maher Ordinance applies to that portion of the City bayward of the original high tide line, where past industrial uses and fill associated with the 1906 earthquake and bay reclamation often left hazardous waste residue in soils and groundwater. The ordinance requires that soils must be analyzed for hazardous wastes if more than 50 cubic yards of soil are to be disturbed.

[36] Kleinfelder, Inc., *Phase I Environmental Site Assessment – 855 Sacramento Street, Chinatown YMCA;* December 1999. This document is on file and available for public review by appointment at the Planning Department, 1660 Mission Street, Suite 500, San Francisco, and is available for public review, by appointment, as part of the project file 1999.536E.

records. The site inspection conducted as part of the ESA determined that the pool chemicals on the site were still lacking secondary containment. The YMCA corrected those violations and the Department of Public Health's will continue to monitor compliance through its standard annual permit review for operating a public pool and on-site use and storage of hazardous materials.[37] The operation of the Chinatown YMCA would continue to require the use of some hazardous materials for routine cleaning, as well as equipment and pool maintenance. Operating the new facility would involve handling a range of common types of hazardous materials as the current facility does now, such as paints, cleaners, toners, solvents, and disinfectants and chlorine for the pool. These commercial products are labeled to inform users of potential risks and to instruct them in appropriate storage, handling, and disposal procedures. Businesses are required by law to ensure employee safety by identifying hazardous materials, and adequately training workers. The new pool facility in particular would have updated storage facilities, including secondary containment that met current regulations for use and storage of routine hazardous materials. For these reasons, hazardous materials use for operating the Chinatown YMCA would not pose a substantial public health or safety hazards to the surrounding area.

Surrounding Area

At the turn of the century, properties surrounding the project site consisted of residential boarding houses, tenements, laundry facilities, stores, churches, and schools. A lumber company was located approximately 150 feet north of the site. By 1913, many of the neighboring properties had been cleared of structures and the lumber company was no longer present. Stores, dwellings, saloons, a cabinet shop and printing shop as well as vacant lots surrounded the project site. In ensuing years, the neighborhood was developed with a dense concentration of mixed-use residential buildings with ground floor commercial, many of which remain today. By 1948, Sabin Place, the alley adjacent to the south of the project site had been developed with an office building containing a print shop business.

As described above, commercial and residential land uses have historically surrounded the project site. Through a search of federal, state, and local regulatory agency records relating to hazardous substance use, storage, and disposal and in consideration of the topography of the project vicinity and status and types of historical releases in the area, Kleinfelder, Inc. consultants determined that the project site would not be impacted by surrounding existing or historical hazardous material releases.[38] There were two open hazardous material (leaking underground storage tank) release cases found in the project vicinity. One case, a subsurface unleaded gasoline leak, is recorded at 905

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[37] Lorraine Anderson, Department of Public Health, phone conversation with Scott T. Edmondson, AICP, September 5, 2006.

[38] Kleinfelder, Inc., *Phase I Environmental Site Assessment – 855 Sacramento Street, Chinatown YMCA;* December 1999, page 1.

California Street, the Stanford Court Hotel, approximately 600 feet southwest and cross- to up-gradient from the project site. The other case, a suspected gasoline and heating oil leak, is identified at 950 Mason Street, the Fairmont Hotel, approximately 800 feet west-to-southwest and cross- to up-gradient of the project site. Due to the distance and directions of these facilities from the project site (up-gradient), the Phase I assessment determined surrounding hazardous material release cases would not affect the project site's soil or water and further remedial action was not recommended.

Hazardous Building Materials

Asbestos

Due to the age of the existing YMCA building, the building may contain asbestos-containing building materials (ACMB). A survey of the existing building for ACBM was conducted in March 2006 by Acumen Industrial Hygiene Inc., an AHERA (Asbestos Hazard Emergency Response Act) certified asbestos building inspector.[39] The survey identified suspected ACBM in parts of the building and multiple bulk samples were collected and analyzed. Asbestos was detected in the interior window putty in approximately six windows in the pool area, and in pipe insulation in the attic above the third floor. These materials are considered hazardous waste by the California Department of Toxic Substances Control (DTSC) and their removal required. The report also identified other ACBMs that can remain in place unless directly affected by the proposed project construction or renovation. These include roofing paint and coating material, mirror and ceiling tile coating material, and a portion of the vinyl floor tile. Prior to building renovation or any construction activity, all potentially friable (subject to crumbling) ACBM must be removed in accordance with local and state regulations, BAAQMD, California Occupational Safety and Health Administration (CAL OSHA), and California Department of Health Services (DHS) requirements. This may include non-friable ACBMs that could be disturbed with the proposed construction and renovation activities.

Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition or alteration permits until an applicant has demonstrated compliance with notification requirements under applicable federal regulations regarding hazardous air pollutants, including asbestos. The BAAQMD is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified ten days in advance of any proposed demolition or asbestos abatement work. The notification must include the names and addresses of the operations and the names and addresses of persons responsible; location and description of the structure to be demolished/altered, including size, age, and prior use, and the approximate amount of friable

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[39] Acumen Industrial Hygiene, Inc., *Hazardous Building Materials Inspection, Chinatown YMCA Building,* 855 Sacramento Street, San Francisco, California, April 14, 2006. This document is on file and available for public review by appointment at the Planning Department, 1660 Mission Street, Suite 500, San Francisco, and is available for public review, by appointment, as part of the project file 1999.536E.

asbestos; scheduled starting and completion dates of demolition or asbestos abatement work; nature of the planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The BAAQMD randomly inspects asbestos removal operations. In addition, the BAAQMD will inspect any removal operation about which a complaint has been received. Any ACBM disturbance at the project site would be subject to the requirements of BAAQMD Regulation 11, Rule 2: Hazardous Materials; Asbestos Demolition, Renovation and Manufacturing.

The local office of the State Occupational Safety and Health Administration must also be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow State regulations contained in 8CCR1529 and 8CCR341.6 through 341.14 where there is asbestos-related work involving 100 sq.ft. or more of asbestos containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the property where abatement is to occur must have a Hazardous Waste Generator Number assigned by and registered with the Office of the California Department of Health Services in Sacramento. The contractor and hauler of the material are required to file a Hazardous Waste Manifest that details the hauling of the material from the site and the disposal of it. Pursuant to California Law, DBI would not issue the required permit until the applicant has complied with the notice requirements described above.

These regulations and procedures established as part of the permit review process would ensure that any potential impacts due to asbestos would be reduced to a less-than-significant level.

Lead-Based Paint

Acumen Industrial Hygiene Inc., in line with Cal-EPA regulations, inventoried and tested the lead content of interior and exterior deteriorated (separated from their substrate) painted areas. Their analysis identified about 1,000 square-feet (sq.ft.) of deteriorated interior paint and approximately 500 sq.ft. of deteriorated exterior paint that contained significant levels of lead.[40] Presence of lead in these deteriorated areas also suggests the presence of lead in many intact paints in and on the building. The renovation of the building areas containing lead-based paint, whether deteriorated or intact, must be conducted in compliance with Section 3407 of the *San Francisco Building Code (Building Code),* Work Practices for Exterior Lead-Based Paint on Pre-1979 Buildings and Steel Structures. Where there is any work that may disturb or remove lead paint on the exterior of any building, or the interior of occupied buildings (E3, R1, or R3 occupancy classifications) built prior to or on December 31, 1978, Section 3407 requires specific notification and work standards, and identifies prohibited work methods and penalties.

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[40] Ibid.

Section 3407 applies to buildings or steel structures on which original construction was completed prior to 1979, which are assumed to have lead-based paint on their surfaces unless a certified lead inspector/assessor tests surfaces for lead and determines it is not present according to the definitions of Section 3407. The ordinance contains performance standards, including establishment of containment barriers, at least as effective at protecting human health and the environment as those in the Department of Housing and Urban Development (HUD) Guidelines (the most recent Guidelines for Evaluation and Control of Lead-Based Paint Hazards) and identifies prohibited practices that may not be used in disturbance or removal of lead-based paint. Any person performing work subject to the ordinance shall make all reasonable efforts to prevent migration of lead paint contaminants beyond containment barriers during the course of the work, and any person performing regulated work shall make all reasonable efforts to remove all visible lead paint contaminants from all regulated areas of the property prior to completion of the work.

The Ordinance also includes notification requirements, contents of notice, and requirements for project site signs. Prior to commencement of exterior work that disturbs or removes 100 or more sq.ft. or 100 or more linear feet of lead-based paint in total, the responsible party must provide the Director of the DBI with written notice that describes the address and location of the proposed project; the scope and specific location of the work; whether the responsible party has reason to know or presume that lead-based paint is present; the methods and tools for paint disturbance and/or removal; the approximate age of the structure; anticipated job start and completion dates for the work; whether the building is residential or nonresidential; whether it is owner-occupied or rental property; the approximate number of dwelling units, if any; the dates by which the responsible party has or will fulfill any tenant or adjacent property notification requirements; and the name, address, telephone number, and pager number of the party who will perform the work. (Further notice requirements include: a Post Sign notifying the public of restricted access to work area, a Notice to Residential Occupants, Availability of Pamphlet related to protection from lead in the home, and Early Commencement of Work [by Owner, Requested by Tenant], and Notice of Lead Contaminated Dust or Soil, if applicable.) The ordinance contains provisions regarding inspection and sampling for compliance by DBI, and enforcement, and describes penalties for non-compliance with the requirements of the ordinance.

These regulations and procedures, already established as part of the building permit review process, would ensure that potential impacts of the proposed project due to the presence of lead-based paint would be reduced to a less-than-significant level.

Other Potential Hazardous Building Materials

In addition to asbestos containing building materials and lead-based paint, the Acumen Industrial Hygiene Inc. report investigated the building for other potentially hazardous building materials, including the potential presence of polychlorinated biphenyl (PCBs), primarily in exterior paint,

sealants, fluorescent light fixtures, and electrical equipment.[41] No PCBs were identified in paints, sealants, or electrical equipment, but the analysis inventoried about 150 fluorescent light fixtures, each with one potential PCB ballast resistor. Newer fixtures would not contain PCB ballasts, however confirmation would require individual inspection of each fixture or accurate replacement records to determine their age. Fluorescent light bulbs are also regulated (for their disposal) due to their mercury content. The inspection also identified the potential for lead in some of the ceramic tiles located in the pool and locker rooms.

Inadvertent release of such materials during renovation could expose construction workers, occupants, or visitors to these substances and could result in various adverse health effects if exposure were of sufficient quantity. Although abatement or notification programs described above for asbestos and lead-based paint have not been adopted for PCB and mercury testing and cleanup, lead-containing or other possible materials, items containing these substances that are intended for disposal must be managed as hazardous waste and handled in accordance with OSHA worker protection requirements. Nonetheless, potential impacts associated with encountering PCBs, mercury, and lead in building materials would be considered a potentially significant impact. Hazardous building materials sampling and abatement pursuant to existing regulations prior to renovation work, as described in **Mitigation Measure 4, page 68**, would reduce potential impacts associated with PCBs, mercury, lead, and other toxic building substances in structures to a less-than-significant level. With **Mitigation Measure 4** implemented, the proposed construction and renovation of the YMCA building would not have the potential to pose a direct (through material removal, if required) or indirect (through transport of materials or accidental release) public health hazard to the surrounding neighborhood.

Emergency Response Plans

The proposed expansion and renovation project, as an infill development would not interfere with emergency response or excavation plans. Occupants of the proposed building would contribute to congestion if an emergency evacuation of the Chinatown area were required. The project sponsor would develop an evacuation and emergency response plan as required by and to be reviewed by the Office of Emergency Services to ensure coordination between citywide emergency and site-specific planning.

Fire Hazards

San Francisco ensures fire safety primarily through provisions of the *Building* and *Fire Codes* and requires new buildings and additions to meet these standards. The proposed project's plans would be reviewed by the San Francisco Fire Department and DBI to ensure conformance with these

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[41] Ibid.

provisions, including emergency exit requirements, the development of an emergency procedure manual and an exit drill plan. With these requirements, potential fire hazards would not be considered a significant impact.

Conclusion

Potential public health and safety hazards related to the possible presence of hazardous materials on the project site, to the routine use of hazardous materials, and to potential fire hazards in the new building would be reduced to a less-than-significant level as a result of regulations and procedures already established as part of the building permit review process and **Mitigation Measure 4, Page 68**. The EIR will therefore not further discuss hazardous materials.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
16. MINERAL AND ENERGY RESOURCES—Would the project:					
a) Result in the loss of availability of a known mineral resource that would be of value to the region and the residents of the state?	☐	☐	☐	☐	☒
b) Result in the loss of availability of a locally-important mineral resource recovery site delineated on a local general plan, specific plan or other land use plan?	☐	☐	☐	☐	☒
c) Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner?	☐	☐	☒	☐	☐

No mineral resources are located on or near the project site; therefore the proposed project would not affect mineral resources. The proposed project would consist of recreational, community, and residential uses. Development of these uses would not consume large amounts of fuel, water, or energy. Electric generation to serve the proposed expansion of the Chinatown YMCA would consume additional natural gas and coal fuel. New buildings in San Francisco are required to conform to current state and local energy conservation standards, including Title 24 of the California Code of Regulations. DBI enforces Title 24 compliance and documentation demonstrating compliance with these standards is submitted with the application for the building permit. The proposed project would, therefore, not cause a wasteful use of energy. The proposed project would not use substantial quantities of other non-renewable natural resources, or use fuel or water in an atypical or wasteful manner.

San Francisco consumers have experienced rising energy costs and uncertainties regarding the supply of electricity. The root causes of these conditions are under investigation and are the subject of much debate. Part of the problem may be that the State does not generate sufficient energy to meet its

demand and must import energy from outside sources. Another part of the problem may be the lack of cost controls as a result of deregulation. The California Energy Commission (CEC) is currently considering applications for the development of new power-generating facilities in San Francisco, the Bay Area, and elsewhere in the State. These facilities could supply additional energy to the power supply "grid" within the next few years. These efforts, together with conservation, would be part of the statewide effort to achieve energy sufficiency. The project-generated demand for electricity would be negligible in the context of overall demand within San Francisco and the State, and would not in and of itself require a major expansion of power facilities. Therefore, the energy demand associated with the proposed project would not result in a significant physical environmental effect or contribute to a cumulative impact.

The proposed project would therefore not have a significant project-specific or cumulative effect on mineral or energy resources, and these topics will not be further discussed in the EIR.

Topics:	*Potentially Significant Impact*	*Less Than Significant with Mitigation Incorporated*	*Less Than Significant Impact*	*No Impact*	*Not Applicable*
17. AGRICULTURE RESOURCES In determining whether impacts to agricultural resources are significant environmental effects, lead agencies may refer to the California Agricultural Land Evaluation and Site Assessment Model (1997) prepared by the California Department of Conservation as an optional model to use in assessing impacts on agriculture and farmland. **Would the project:**					
a) Convert Prime Farmland, Unique Farmland, or Farmland of Statewide Importance, as shown on the maps prepared pursuant to the Farmland Mapping and Monitoring Program of the California Resources Agency, to non-agricultural use?	☐	☐	☐	☐	☒
b) Conflict with existing zoning for agricultural use, or a Williamson Act contract?	☐	☐	☐	☐	☒
c) Involve other changes in the existing environment which, due to their location or nature, could result in conversion of Farmland of Statewide Importance, to non-agricultural use?	☐	☐	☐	☐	☒

The project site is located in the City of San Francisco, an urban area, and therefore not agricultural in nature. No land within the City boundaries is designated as Williamson Act properties or important farmland by the California Department of Conservation.[42]

[42] San Francisco is identified as "Urban and Built Up Land" on the California Department of Conservation *Important Farmland of California Map,* 2002. This map is available for viewing on-line at the Department of Conservation website (http://www.consrv.ca.gov).

Topics:	Potentially Significant Impact	Less Than Significant with Mitigation Incorporation	Less Than Significant Impact	No Impact	Not Applicable
18. MANDATORY FINDINGS OF SIGNIFICANCE—Would the project:					
a) Have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or prehistory?	☒	☐	☐	☐	☐
b) Have impacts that would be individually limited, but cumulatively considerable? ("Cumulatively considerable" means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.)	☒	☐	☐	☐	☐
c) Have environmental effects that would cause substantial adverse effects on human beings, either directly or indirectly?	☐	☒	☐	☐	☐

Mitigation Measures 1 – 4, contained in Section D. below have been incorporated into the proposed project to address construction-related potential impacts to cultural and archeological resources, air quality, and hazardous building materials. Implementation of these measures would reduce these potential impacts of the proposed project to a less than significant level. The proposed project would have a significant effect on cultural resources because it would construct an addition to a building that has been identified as a historic resource. The proposed project would increase traffic, transit, and parking demand in the area, and would add new shadow to the Chinese Playground. The potential historic architectural resources, transportation and traffic, and shadow impacts will be analyzed in the EIR.

Neighborhood Comments

As indicated in the project description, a previous Draft EIR was published on March 23, 2002 (SCH No. 2001072066) for the previously proposed project on the site, namely the demolition of the existing YMCA building and construction of a new 7-story, 65-foot-tall, approximately 84,190-sq.-ft. YMCA building with a partially below grade first floor. Although the proposed project does not include demolition, comments received from the public and Landmarks Preservation Advisory Board that related to the project site or existing structure would still apply to the current proposed project. Such concerns expressed at that time included contaminated soils and groundwater at the project site, dewatering and stormwater management requirements during project construction, relocation of existing tenants, potential impact to a historic resource, level of hazardous material abatement, traffic, parking, and transit-related impacts to the area, potentially shadowing of the Chinese playground, and potential blocking of views in the area.

D. MITIGATION MEASURES

Although the following mitigation measures relate to topics that will not receive additional analysis in the EIR, the EIR will contain a Mitigation Measures chapter that describes all mitigation measures for the proposed project, including those listed below. The project sponsor has agreed to implement the following mitigation measures identified in this Initial Study, that are necessary to reduce potential construction-related cultural, archeological, air quality, and hazardous building material impacts to a less-than-significant level.

Mitigation Measure 1

Historic Architecture

- There are few, if any, measures that can mitigate the loss of this significant building to a less-than-significant level. It is not possible, under CEQA, to mitigate the loss of a resource significant for its historic association and architecture with photographic documentation, original architectural plans, or salvaged materials. Therefore, impacts related to the demolition of the Chinatown YMCA building would remain significant and unavoidable.
- Prior to demolition, the project sponsor shall provide adequate documentation of the existing building. The documentation shall be submitted to the City and County of San Francisco Planning Department and found to be adequate prior to authorization of any permit that may be required for demolition of the building. In addition, the project sponsor shall prepare and transit the photographs and descriptions of the property to the History Room of the San Francisco Public Library and the Northwest Information Center of the California Historic Information Resource System. The documentation shall include:
  - A video documentary of the property.
  - Photo-documentation of the property to Historic American Building Survey Standards. The standard size of negatives and transparencies (and accompanying prints) are 5-by-7 inches. Other large-format sizes such as 4-by-5 inches and 8-by-10 inches are also acceptable for formal documentation. Roll film, film packs and electronic manipulation of images are not acceptable.

    Images must be fully identified with the name and location of the structure, a description of the feature or view being photographed and the direction in which the photograph was taken, as well as the name of the photographer and the date created.
  - Black and white, 35 millimeter photographs of the interior and exterior of the building. Negatives and 5-by-7 inch prints should be processed to meet archival requirements (i.e., negatives must be on safety film only; resin-coated paper is not accepted).
  - The available original plans of the building shall be included as part of the documentation. All drawings and site plans shall be appropriate conserved at the site or at a qualified repository.
- Prior to demolition, the project sponsor shall salvage the character-defining elements of the existing building that are considered to be historically significant, as determined by a qualified architectural historian (and can feasibly be salvaged), and shall seek to donate those elements to an organization such as a local historical society. The features to be salvaged shall be determined by the City following consultation with a qualified historic resources firm. Features to be

salvaged should include primary character-defining features. Donation of the materials to the historical society or other entity approved by the City shall be confirmed by the City prior to the issuance of demolition permits.

No additional mitigation is feasible for impacts related to demolition of the building, due to the limited options available when demolition is proposed.

Mitigation Measure 2

Archeological Resources (Testing)

Based on a reasonable presumption that archeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archeological consultant having expertise in California prehistoric and urban historical archeology. The archeological consultant shall undertake an archeological testing program as specified herein. In addition, the consultant shall be available to conduct an archeological monitoring and/or data recovery program if required pursuant to this measure. The archeological consultant's work shall be conducted in accordance with this measure at the direction of the Environmental Review Officer (ERO). All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archeological monitoring and/or data recovery programs required by this measure could suspend construction of the proposed project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce potential effects on a significant archeological resource as defined in CEQA Guidelines Section 15064.5 to a less-than-significant level.

Archeological Testing Program: The archeological consultant shall prepare and submit to the ERO for review and approval an archeological testing plan (ATP). The archeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and the locations recommended for testing. The purpose of the archeological testing program will be to determine to the extent possible the presence or absence of archeological resources and to identify and to evaluate whether any archeological resource encountered on the site constitutes a historic resource under CEQA.

At the completion of the archeological testing program, the archeological consultant shall submit a written report of the findings to the ERO. If based on the archeological testing program the archeological consultant finds that significant archeological resources may be present, the ERO in consultation with the archeological consultant shall determine if additional measures are warranted.

Additional measures that may be undertaken include additional archeological testing, archeological monitoring, and/or an archeological data recovery program. If the ERO determines that a significant archeological resource is present and that the resource could be adversely affected by the project, at the discretion of the project sponsor can either:

A. Redesign the proposed project so as to avoid any adverse effect on the significant archeological resource; or
B. Implement a data recovery program unless the ERO determines that the archeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

Archeological Monitoring Program: If the ERO in consultation with the archeological consultant determines that an archeological monitoring program shall be implemented, the archeological monitoring program shall minimally include the following provisions:

The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO in consultation with the archeological consultant shall determine what project activities shall be archeologically monitored. In most cases, any soils-disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archeological monitoring because of the risk these activities pose to potential archeological resources and to their depositional context;

The archeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archeological resource;

The archeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with project archeological consultant, determined that project construction activities could have no effects on significant archeological deposits;

The archeological monitor(s) shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis.

If an intact archeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archeological monitor(s) shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile driving activity may affect an archeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in

consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archeological resources are encountered, the archeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

Archeological Data Recovery Program: The archeological data recovery program shall be conducted in accord with an archeological data recovery plan (ADRP). The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archeological resource is expected to contain. The ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

Human Remains and Associated or Unassociated Funerary Objects: The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and Federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's

determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of human remains and associated or unassociated funerary objects with appropriate dignity (CEQA Guidelines, Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

Final Archeological Resources Report: The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historical Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

Mitigation Measure 3

Construction Air Quality

Consistent with the BAAQMD's dust control measures, the project sponsor shall require the construction contractor(s) to spray unpaved construction areas of the project site with non-potable water during excavation, grading, and site preparation activities at least twice per day; to cover stockpiles of soil, sand and other such material on-site and during hauling; and sweep surrounding streets during these periods at least once per day to reduce particulate emissions. Ordinance No. 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. The project sponsor shall require the construction contractor(s) to obtain reclaimed water from the Clean Water Program for this purpose.

The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as prohibiting idling motors when equipment is not in use or when trucks are waiting in queues, and

implementing specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

Mitigation Measure 4

Other Hazardous Building Materials (PCBs, Mercury, Lead and others)

The project sponsor would ensure that pre-construction building surveys for PCB- and mercury-containing equipment (including elevator equipment), hydraulic oils, fluorescent lights, lead, mercury and other potentially toxic building materials are performed prior to the start of renovation. Any hazardous building materials so discovered would be abated according to federal, state, and local laws and regulations.

E. ALTERNATIVES

Alternatives to the proposed project would be defined further and described in the EIR. At a minimum, the alternatives analyzed would include the following:

1. A ***No Project Alternative*** in which the project site would remain in its existing condition with the existing building.
2. A ***Renovation of the Existing Building Alternative*** in which the existing building would be rehabilitated and the exterior preserved.
3. ***Preservation Alternative(s),*** that include additions, but in which the proposed project would preserve the character-defining features of the existing building and conform to the Secretary of the Interior's Standards.

F. DETERMINATION

On the basis of this initial study:

☐ I find that the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.

☐ I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because revisions in the project have been made by or agreed to by the project proponent. A MITIGATED NEGATIVE DECLARATION will be prepared.

☐ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

☒ I find that the proposed project MAY have a "potentially significant impact" or "potentially significant unless mitigated" impact on the environment, but at least one effect 1) has been adequately analyzed in an earlier document pursuant to applicable legal standards, and 2) has been addressed by mitigation measures based on the earlier analysis as described on attached sheets. An ENVIRONMENTAL IMPACT REPORT is required, but it must analyze only the effects that remain to be addressed.

☐ I find that although the proposed project could have a significant effect on the environment, because all potentially significant effects (a) have been analyzed adequately in an earlier EIR or NEGATIVE DECLARATION pursuant to applicable standards, and (b) have been avoided or mitigated pursuant to that earlier EIR or NEGATIVE DECLARATION, including revisions or mitigation measures that are imposed upon the proposed project, no further environmental documentation is required.

DATE 12/9/06

Paul E. Maltzer
Environmental Review Officer
for
Dean L. Macris
Director of Planning

Appendix B

Transportation Definitions

Roadway Classifications

The San Francisco Planning Department has developed a street hierarchy system for the City and County of San Francisco, in which the function and design of each street are consistent with the character and use of adjacent land. The major classifications in the Vehicle Circulation Plan of the San Francisco *General Plan* are:

- **Freeways:** Limited access, very high capacity facilities; primary function is to carry intercity traffic; they may, as a result of route location, also serve the secondary function of providing for travel between distant sections in the city.

- **Major Arterials:** Cross-town thoroughfares whose primary function is to link districts within the city and to distribute traffic from and to the freeways; these are routes generally of citywide significance; of varying capacity depending on the travel demand for the specific direction and adjacent land uses.

- **Transit Conflict Streets:** Street with a primary transit function, which are not classified as major arterials but experience significant conflicts with automobile traffic.

- **Secondary Arterials:** Primarily intra-district routes of varying capacity serving as collectors for the major thoroughfares; in some cases supplemental to the major arterial system.

- **Recreational Streets:** A special category of street whose major function is to provide for slow pleasure drives and cyclist and pedestrian use; more highly valued for recreational use than for traffic movement. The order of priority for these streets should be to accommodate: 1) pedestrians, hiking trails or wilderness routes, as appropriate; 2) cyclists; 3) equestrians; 4) automobile scenic driving. This should be slow and consistent with the topography and nature of the area.

- **Collector Streets:** Relatively low-capacity streets serving local distribution functions primarily in large, low-density areas, connecting to major and secondary arterials.

- **Local Streets:** All other streets intended for access to abutting residential and other land uses, rather than for through traffic: generally of lowest capacity.

In addition to the San Francisco Planning Department's roadway classifications, the freeways, major arterials, and transit conflict streets are included in the Congestion Management Program ("CMP") network and Metropolitan Transportation System ("MTS") network (see below).

Transit Preferential Streets

The Transit Preferential Street network classification system takes into consideration all transportation functions, and identifies the major transit routes where general traffic should be routed away from. There are two classifications of transit preferential streets: Primary Transit Streets, which are either transit-oriented or transit-important; and Secondary Transit Streets.

- **Primary Transit Street – Transit-Oriented:** Not major arterials, with either high transit ridership, high frequency of service, or surface rail. Along these streets, the emphasis should be on moving transit vehicles, and impacts on automobile traffic should be of secondary concern.

- **Primary Transit Street – Transit-Important:** Major arterials, with either high transit ridership, high frequency of service, or surface rail. Along these streets, the goal is to improve the balance between modes of transportation, and the emphasis should be on moving people and goods, rather than on moving vehicles.

- **Secondary Transit Street:** Medium transit ridership and low-to-medium frequency of service, or medium frequency of service and low-to-medium transit ridership, or connects two or more major destinations.

In general, it is City policy that transit preferential treatments should be concentrated on the most important transit streets, and the treatments applied should respond to all transportation needs of the street. For example, on streets that are major arterials for transit and not for automobile traffic, treatments should emphasize transit priority; on streets that are major arterials for both transit and automobiles, treatments should emphasize a balance between the modes. It is also City policy that automobile facility features (such as driveways and loading docks) should be reduced, relocated or prohibited on transit preferential streets in order to avoid traffic conflicts and automobile congestion.

Citywide Pedestrian Network

The Citywide Pedestrian Network is a classification of streets throughout the City used to identify streets devoted to or primarily oriented to pedestrian use. The main classifications are:

- **Citywide Pedestrian Network Street:** An inter-neighborhood connection with "citywide significance" includes both exclusive pedestrian and pedestrian-oriented vehicular streets. These streets include the Bay, Ridge and Coast trails, are used by commuters, tourists and the general public, and connect major institutions with transit facilities.

- **Neighborhood Network Street:** A neighborhood commercial, residential or transit street that serves pedestrians from the general vicinity. Some streets may be part of the Citywide network, but are generally oriented towards neighborhood-serving uses. Types include exclusive pedestrian and pedestrian-oriented vehicular streets. As part of the Neighborhood Network Street network, streets are classified as **Neighborhood Commercial Streets**, which are streets that are predominantly commercial use with parking and loading conflicts, or **Neighborhood Network Commercial Streets**, which are intra-neighborhood connection streets that connect neighborhood destinations.

In general, it is City policy that sufficient pedestrian movement space should be provided to minimize pedestrian congestion, sidewalks should be widened where intensive commercial, recreational or institutional activity is present, and efforts should be made to ensure convenient and safe pedestrian crossings at intersections.

Congestion Management Program Network

The CMP network is a network of freeways, state highways, major arterials and transit conflict streets (see Roadway Classifications, above) established in accordance with state Congestion Management legislation. As part of the CMP, the San Francisco County Transportation Authority is required to determine the level of service ("LOS") for the CMP network streets every two years. The LOS is based on the average travel speed for each roadway segment during both the AM and PM peak periods. The level of service standard is LOS E, except for roadway segments that operated at LOS F in 1991 (when the first study was performed). The CMP requires development of "Deficiency Plans" for any CMP-designated roadway that operates at LOS F. These plans include an analysis of the causes of the deficiency, a list of improvements that would have to be made to prevent the deficiency from occurring (including cost estimates), a list of improvements proposed as part of the plan, and an action plan for implementation of the improvements (including an implementation schedule).

The following are the most-recently determined travel speeds and levels of service for the CMP network streets in the vicinity of the project area for the weekday PM peak period (generally 4:00 to 6:00 PM). For the other CMP network roadway segments in the vicinity of the project site, no travel speed or level of service information is provided.

Roadway Performance - Weekday PM Peak Period				
Roadway Segment	**Direction**	**Travel Speed**	**LOS**	**Year Reported**
I-80 - US 101 to Fremont	E	10.0	F	2004
I-80 - Fremont to Treasure Island	E	14.6	F	2004
I-80 - Treasure Island to Fremont	W	21.7	F	2004
I-80 - Fremont to US 101	W	13.8	F	2004

Metropolitan Transportation System Network

The MTS network is defined by the Metropolitan Transportation Commission ("MTC") as part of its Regional Transportation Plan. The MTS is a regional network of roadways, transit corridors and transfer points, identified by the MTC in the basis of specific criteria. The criteria identified facilities that provide relief to congested corridors, improve connectivity, accommodate travel demand and serve a regional transportation function. The State highways and major thoroughfares designated in San Francisco's CMP roadway network are all included in the regional MTS network. There are few instances in which the local CMP network is not identical to the MTS network due to differences in the criteria used to define each network.

PLACE
POSTAGE
HERE

San Francisco Planning Department
Major Environmental Analysis
1650 Mission Street, Ste. 400
San Francisco, CA 94103

Attn: Jessica Range, Environmental Planner
1999.536E Chinatown YMCA

PLEASE CUT ALONG THE DOTTED LINE

RETURN REQUEST REQUIRED FOR FINAL ENVIRONMENTAL IMPACT REPORT

REQUEST FOR FINAL ENVIRONMENTAL IMPACT REPORT

TO: Jessica Range, Environmental Planner
San Francisco Planning Department, MEA

Check one box: ☐ Please send me a copy of the Final EIR on a CD.
☐ Please send me a paper copy of the Final EIR.

Please send me a copy of the Final EIR.

Signed: _____

Print Your Name and Address in the Box Below